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ABSTRACT

This report is the fourth in a series of six studies of developmental book activity in East Asia. The scope of work in the Republic of Indonesia included assessment of books and materials in the educational process; books used by individuals for the improvement of reading skills and for learning enrichment; books for technical and professional purposes; and books used in libraries and organized reference centers. This study was conducted in the midst of efforts that were being taken by the Government of Indonesia to rebuild that nation's shattered economy. Stringent reforms had begun to slow the inflation and ameliorate the problems which, in recent years, have distorted the Indonesian book market and book industry, as they have all other aspects of life. It was found that not only is the nation far short of the reading materials needed to serve school-age children and out-of-school youth and adults, but enrollments are growing at a much faster rate than population--and the problems entailed in providing books for potential readers have increased, not stabilized. For the immediate future, Indonesia needs assistance from all book-oriented agencies in the outside world. This report identifies a number of priority needs, problems and opportunities--and suggests solutions within the framework of existing economic, technical, financial, and manpower limitations. (Author/JB)

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DEVELOPMENTAL BOOK ACTIVITIES AND NEEDS IN INDONESIA

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LIST OF ABBREVIATIONS

AID - The Agency for International Development
BE Rate - Bonus Export Rate: a floating exchange rate for import transactions. Items which qualify for the rate may be imported freely
CBA) CBA/TCR) - Central Book Activities unit, Office of Technical Cooperation and Research, AID/Washington*
HHI - Indonesian initials for a glazed newsprint, halfway between newsprint and "wood-free" book paper.
IKAPI - Ikatan Penerbit Indonesia (Indonesian Book Publishers' Association)
IMG - Informational Media Guaranty, a USIA program through which U. S. exporters sell educational materials for local currency to importers in dollar-short countries.
MIPI - Madjelis Ilmu Pengetahuan Indonesia (the Council for Sciences of Indonesia)
PDIN - Pusat Dokumentasi Ilmiah Nasional (the Indonesian National Scientific Documentation Center)
SD - Sekolah Dasar (elementary school)
SMA - Sekolah Menengah Atas (senior high school)
SMP - Sekolah Menengah Pertama (junior high school)
UNESCO - United Nations Economic, Scientific and Cultural Organization
UNICEF - United Nations Children's Fund
USAID - U. S. Agency for International Development Mission to Indonesia
USDA - U. S. Department of Agriculture
USIA - U. S. Information Agency, Washington, D. C.
USIS - U. S. Information Service Mission to Indonesia

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*The Central Book Activities program unit, located in AID's Office of Education and Human Resources, was transferred in mid-1967 from TCR to the Office of Program and Policy Coordination.

PREFACE

Scope and Nature of the Survey

This report is the fourth in a series of six studies of developmental book activity in East Asia. It covers the Republic of Indonesia, which was surveyed by the Wolf Management Services team from March 4 through April 13, 1967.*

The six-country project was developed and funded by the Central Book Activities unit of AID's Office of Technical Cooperation and Research, to implement President Johnson's February 2, 1966 recommendations concerning increased international flow of books and other educational materials. Of broad scope and interest, the survey aims were (1) investigation of the state of developmental book activity in each country, (2) determination of priority country book needs, (3) development of a set of realistic, viable program recommendations, to help answer these needs of each country, and (4) formulation of regional recommendations relating to multilateral and bilateral book and library efforts.

The scope of work in Indonesia included assessment of books and materials in the educational process; books used by individuals for the improvement of reading skills and for learning enrichment; books for technical and professional purposes; and books used in libraries and organized reference centers.

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*Separate reports covering the Republic of Korea (September 1966), the Republic of Vietnam (October 1966), and the Philippines (November 1966) can be obtained from the Chief, Central Book Activities, PPC/EHR, AID, Department of State, Washington, D.C. 20523. Reports on Thailand and Laos will appear during the months ahead.

The survey team for Indonesia consisted of seven specialists:

Stanley A. Barnett (Chief of Party): Director of International Operations, Wolf Management Services; economic development specialist and consultant; team chief of the 1964 CBA/TCR Turkish study of books as tools for national growth, and of the 1966-1967 developmental book activity surveys in South Korea, South Vietnam, the Philippines, Thailand and Laos; author.

Emerson L. Brown: book publishing consultant; former Vice President of McGraw-Hill Book Company and Editorial Director of its schoolbook division; participant in CBA/TCR developmental book surveys in Africa, Asia, and South America; past President, American Textbook Publishers Institute; delegate to UNESCO conferences; member of U.S. Government Advisory Committee on International Book Programs.

Cecil K. Byrd: University Librarian, Indiana University; library consultant; former Library Advisor to the National Institute of Administration at Djakarta· Ph.D.; author of books and articles; engaged in long-term research projects on Government printing and distribution of books in Southeast Asia, and in education for librarianship in Southeast Asia.

Harold F. Chevalier: Production Manager of the Massachusetts Institute of Technology Press; printing production management specialist for book publishers. Extensive background in book manufacturing plants, supervising design, purchase of raw materials, development of systems and controls, estimating and scheduling.

Basil G. Dandison: consultant on international book marketing and promotion; former Senior Vice President and Director of International Division of the McGraw-Hill Book Company, and Director of McGraw-Hill Co. of Canada Ltd.; worldwide book distribution experience; ex-Chairman of the Foreign Trade Committee of the American Textbook Publishers Institute.

Herbert J. Gottlieb: Chief Economist of Wolf Management Services; specialist in economic and industrial development; financial and economic consultant; author; spearheaded background research for previous CBA/TCR developmental book activity surveys undertaken by Wolf Management Services; specialist in paper and forest products.

R. Murray Thomas: Dean of the School of Education, University of California at Santa Barbara. Former professor at Padjadjaran University at Bandung; authority and author of many books and articles on various aspects of Indonesian educational, sociological and cultural life; Ph.D.; author on educational and pedagogical subjects.

Our study of book activities was conducted in the midst of painful efforts that were being taken by the Government of Indonesia to rebuild that nation's shattered economy. Stringent reforms had begun to slow the ruinous inflation and ameliorate the staggering problems which, in recent years, have distorted the Indonesian book market and book industry, as they have all other aspects of life.

Members of the team were in Indonesia for a total of 20 man-weeks during a six-week period--a short time in which to conduct a survey in the widespread archipelago that is the fifth most populous country in the world. Our movements were circumscribed by uncertain communications and irregular transportation. Within the geographical and time limitations of the study, we were nevertheless able to investigate many pertinent areas, thanks to the full measure of cooperation and aid we received from the many individuals and organizations we contacted.

We are grateful to administrators and specialists of the Ministry of Education and Culture, to officials of other ministries and agencies of the Government of Indonesia, to the American Embassy and its various agencies, to educators and librarians at many levels of the instructional system, to the Indonesian Publishers' Association and its members, and to individual printers, publishers, booksellers, and other businessmen and private citizens--all of whom were so helpful.

Our work in Indonesia was expedited and logistically supported by the small, overworked AID Affairs unit of the American Embassy at much inconvenience to its members, who were unstinting in their efforts, and without whom we could not have operated efficiently.

Lastly and most important, we express our appreciation to the twelve man-and-woman Indonesian Counterpart Team who, working closely with us during the entire survey, opened the doors and provided the insights and information that enabled us to delve so deeply into our assigned subject during the short period we were in the country. To Mr. Sunardjo Haditjaroko and to the eleven other members (see Appendix D), we extend an especially deep note of thanks.

A Note on the Reliability of Data

There are many opinions and estimates and few hard "facts" concerning the nature and use of books in Indonesia today. This is understandable in a country that has undergone such great recent difficulties and dislocations. Statistics are either unavailable or unreliable in most book-related areas--from the number of books that are produced locally and the number that are imported, to the enrollment in the different levels and grades of school. Thus, the Indonesian Publishers' Association estimates that three times as many books are produced in Indonesia as are shown in UNESCO statistics; and the exact enrollment at institutions of higher education is unknown, for many have not operated with any regularity since the student strike began in February 1966. The necessity for most civil servants to hold two or more jobs also discourages the compilation of detailed statistical information.

In many instances we have had to revise published and unpublished data in the interest of accuracy. In other instances we have developed data of our own. However, many of the statistics presented in this report are of necessity unverified and/or unverifiable, and may be inaccurate. In the latter instances, our conclusions may reflect the distortions.

* * *

Often in the body of this report we use the term "book" to mean any item in printed form for instructional and developmental purposes. Thus, periodicals, journals, brochures and pamphlets are frequently included in this category.

CHAPTER 1

INTRODUCTION AND SUMMARY OF RECOMMENDATIONS

SUMMARY OF FINDINGS AND CONCLUSIONS

Background and Education

Indonesia is the world's fifth most populous nation, with an estimated 110,000,000 people. The population is increasing by 3,000,000 to 4,000,000 annually, a number that holds clear implications for educational planners and those who supply its schoolbooks. Not only is the nation far short of the reading materials needed to serve school-age children and out-of-school youth and adults, but enrollments are growing at a much faster rate than population--and the problems entailed in providing books for potential readers have increased, not stabilized.

During the past 20 years, enrollment in the public, private and religious elementary schools has increased more than six-fold to almost 16,000,000. Students in high schools have increased at an even more rapid rate to about 1,500,000, and those enrolled in higher education have increased over 40 times to an estimated 278,000. Yet not more than two-thirds of elementary school-age children attend classes, and probably not over 10% of those of high school age go to school.

Although Indonesia's educational system has a strong component of central control, schools are not organized into a monolithic administrative structure. The Ministry of Education and Culture controls the secular public and private schools; the Ministry of Religion helps support and supervise thousands of Muslim schools; and other private institutions--such as the several thousand schools conducted by Catholic and Protestant organizations--are supervised by their own authorities, although their curricula are officially reviewed by the Ministry of Education. Other Government ministries also conduct educational institutions of specialized nature.

According to the nation's original educational plan, public elementary education is to be free; and secondary and higher education, if not free, is to be secured at very low cost to the student. In actual terms, the local parents' associations play key roles in supporting the operation of Indonesia's basic schools*--a role that is of special importance in face of the current strict budgetary economics of the Government. Only an estimated 4.2% to 4.6% of the national budget for 1967 was reserved for education, and most of that was for personnel salaries and food subsidies.

There are not enough school buildings or enough teachers to accommodate all children in the six-year elementary schools--a condition that became particularly acute with the disappearance of tens of thousands of teachers from the educational system, after the attempted coup of 1965. Not all students can be accommodated in the three-year junior high schools or the three-year senior high schools; enrollment in those institutions is higher in the prestigious general schools rather than the technical and vocational schools--a state of affairs which national planners have not yet been able to change.

Higher education experienced its greatest growth between 1961 and 1965. So rapid was this expansion during a period of national economic deterioration that most institutions are inadequately housed and staffed.

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*Indonesia's basic schools are the elementary and secondary schools controlled by the Ministry of Education. In early 1967, over 13,300,000 students--the bulk of the nation's total enrollment--attended these schools.

Formerly divided into separate ministries for basic and for higher education, the Ministry of Education was reorganized late in 1965. Since that time--in spite of difficulties--it has been working with dedication to improve educational systems and procedures, and to overcome the serious problems it inherited.

Schoolbooks

Through 1962, schoolbooks accounted for over two-thirds of Indonesia's average annual production of 2,000 titles, with titles for the basic schools accounting for well over one-half of the total. Almost all schoolbooks are textbooks; books are seldom used for supplementary reading or for reference purposes. No post-1962 data is available, but book production has declined significantly since then.

Theoretically, textbooks are in print for subjects in all grades of the basic schools, except for limited market areas such as the technical and vocational schools. Textbooks are supposed to receive Ministry of Education approval before they are used in the schools; in practice, however, because of the chasm between need and supply, almost any pertinent textbook that can be found in the bookstores near the schools is likely to be purchased. Statistics are lacking, but in many elementary and secondary schools few students have books of any kind. Even more critical--teachers themselves often lack textbooks and reference materials.

Traditionally, the Indonesian basic schools have had open multiple lists of eligible titles and series. Recent experiments to replace the multiple lists in reading and arithmetic with a single prescribed title are proving unsuccessful. Textbooks for the basic schools are overwhelmingly the product of the private sector.

The books produced for the basic schools are slight affairs--60 pages on the average for elementary schools.

and 115 and 145 pages, respectively, for the junior and the senior high schools. They are more likely than not to be didactic; the goal of the student is to store the information required for examinations he must take.

Because of the dislocations of recent years--and especially of severe inflation--incomes have lagged behind the increasing costs of textbooks; the nation's book producing industry is operating fitfully and at generally uneconomic levels; paper for books is seldom available; and printing machinery is in an acute state of disrepair. Although, in the past, Indonesia's publishers and printers have shown themselves to be capable, efficient and creative in production and marketing, their current output is sharply curtailed and they are reluctant to publish any but proven best-sellers.

In higher education, book use is characterized by an unavailability of materials that has resulted from the near collapse of the university-level local publishing effort; a cessation of book imports; and the absence of paper, supplies and functioning duplicating equipment, that has curtailed production of mimeographed diktat (lecture notes, course outlines, and summaries of required readings) which temporarily could have filled the gap.

Nonuse of instructional materials at the higher level is also attributed to the accent on the lecture-rote memorization method, to lack of instructor training in or appreciation for the role of books in the classroom, and the very rapid institutional expansion that has taken place in the face of problems in the realms of publishing, economics, politics and language development.

Indonesia was once the largest market for imported (primarily U.S.) books in Southeast Asia. English language books were purchased in large quantities, and were used extensively in higher education. This was chiefly the result of subsidies for book imports initiated by the Government in the early days of the republic, with supplemental help from USIA's Informational Media Guaranty program in Indonesia.

Subsidized ministry imports of such books have also ceased, but many of the high-level textbooks purchased from the 1964 allocations (the last to be made) still lie in booksellers' warehouses, because of a distribution breakdown and a lack of funds. Books recently were included among the items that qualify for the free, fluctuating Bonus Export (B.E.) rate, and thus can be imported without restriction once again--but at a less favorable rate of exchange than during the subsidy days.

Book donation programs (primarily university-level textbooks and reference books) of foreign agencies ceased with their departure from Indonesia late in 1965, but have been renewed on modest scales by those that have returned and resumed their activities.

Even should the local publishing industry be able to produce textbooks for higher education, there is a lack of high-quality manuscripts that results from the newness of Bahasa Indonesia (the national language of Indonesia) as a medium of scholarly discourse, and the lack of training and the low pay of instructors who (like other civil servants) frequently need three or four extra jobs to meet daily living expenses.

Other Developmental Books

Indonesia's estimated 25,000,000 neoliterates need reading material, but have little. These potential readers usually are too poor to buy reading matter, even if it were available. The shortage of paper and lack of Ministry of Education funds have prevented the printing of new manuscripts or continuation of previous periodical programs for the neoliterate. The same situations have forced the discontinuance of all but a shadow of the Ministry of Agriculture's extension service instructional materials program, or of the Bogor Agricultural Institute's research publication program.

Libraries and Library Development

In all, there are not more than 3,000 libraries, with 5,000,000 books under bibliographic or custodial control in Indonesia. Most of the book stock is concentrated in four metropolitan areas of Java, and it largely consists of out-dated multiple copies of school textbooks, books and pamphlets used in the campaign against illiteracy, gift books (many of dubious utility) from foreign agencies, and locally produced books, many of which are transitory in content.

National, economic and educational progress is impaired by the shortage of useful, current book and journal stock, and bibliographic tools. Library development is impaired through lack of funds, although Indonesia has the basic skills and experience for a vastly improved national library system.

Book Publishing and Distribution

For all practical purposes, indigenous book publishing dates back to 1956, when the new republic prohibited the import of books in *Bahasa Indonesia*, and to 1958, when the Dutch publishing houses were taken over. The two steps provided local publishers with a market of sufficient potential size to support a book industry.

The industry had to raise itself primarily by its own means, but by the early 1960's, the nation had a good-sized private publishing sector that boasted a high professional standard and included sophisticated and articulate people. The early emergence of a strong book publishers' association (IKAPI), which handled distribution of subsidized paper when that program was active, aided this speedy growth. Franklin Book Programs' Djakarta office also helped.

Economic difficulties, however, have stopped the growth and forced the industry to retrench. Important among the factors underlying current industry passivity are high interest rates (9% and up, per month), and the shrinkage of retail channels--the number of bookstores are reported to have decreased by about three-quarters under the impact of the cessation of imports and the retrenchment of local publishers. With the drying up of the book market and the need to pay over one-half of the cost for paper and composition in advance of a single sale, book publishing has become a highly speculative business.

Typesetting and Printing

The local printing industry is fractionalized and obsolescent; many of its members lack a knowledge of effective business practices. Its aging (mostly letterpress) equipment operates at low efficiency; no new equipment has been imported in a decade. Much is inoperative for lack of urgently needed parts--even in the handful of large Government and private plants. Composition equipment is in bad shape and deteriorating fast. Book printers face the same inflation-based problems as their publisher counterparts: working capital is scarce and expensive, and prices of paper and raw materials have skyrocketed. Indeed, some printers are also publishers.

In the absence of factual data, highly qualified estimates of the book team indicate that (a) typesetting capacity may not be sufficient for Indonesia's developmental book needs, and that (b) although printing capacity appears theoretically able to handle requirements--problems of deteriorating plant and equipment probably eliminate this hypothetical possibility.

Paper

Indonesia suffers from a great scarcity of all kinds of paper. It local paper production in 1966 was only 8% of total consumption, which is one of the lowest in East Asia. The percent of local production to actual needs is unknown. Indonesia's textbooks are predominantly of newsprint because of its relative cheapness. No newsprint is produced locally. Unfortunately, such imports have dropped sharply because of foreign exchange difficulties, and former Government allocations of subsidized paper have been abolished--causing a lack of paper that is a constricting bottleneck to production of schoolbooks. Even newsprint donations by foreign agencies have dwindled.

Locally produced paper is expensive, and its quality often uncertain. It is produced in small, inefficient-sized mills, much of whose archaic equipment has become inoperative because of the lack of spare parts, chemicals, and funds with which to finance imports. Other mills have raw material problems. Indonesia's main chance for developing an effective, large-scale paper industry appears to lie in the exploitation of its forest resources and sugar mill waste--a step it has not yet been able to take.

SUMMARY OF RECOMMENDATIONS

By strict economic measures, the Government of Indonesia has begun to achieve some measure of financial stability. This has been reinforced by specific actions aimed at renewal of international confidence--such as a new foreign capital investment law, the signing of an Investment Guaranty Agreement with AID, the return of foreign properties, and promulgation of regulations liberalizing foreign trade and exchange practices. But staggering problems remain, and there is much to be done to improve conditions and assist in the job of getting more books--key tools for national growth and development--into the hands of more Indonesians at all levels.

Some steps to remedy the situation can and should be taken by the Government of Indonesia and by the Indonesian book industry. But, for the immediate future, Indonesia needs assistance from all book-oriented agencies in the outside world, particularly from those who have provided important assistance in the past, such as UNESCO, UNICEF, AID, USIS/USIA, and The Ford Foundation and others.

(We strongly urge as a top priority measure, that foreign donor agencies, the Ministry of Education, and other pertinent Government of Indonesia entities establish a book activities coordination office or committee: to mutually discuss aid programs and projects and needs; to determine priorities and possibly project scheduling; and to take other measures that would ensure greater use of and results from book-related gifts, grants, loans and technical assistance--(see page 162 for details).

Our brief survey cannot hope to do more than identify a number of priority needs, problems and opportunities--and suggest answers and solutions within the framework of existing economic, technical, financial, and manpower limitations. We list below resumes of the more important recommendations of the book activities survey team. Where desirable and possible, we have indicated orders of priority, including those of emergency nature. The number in parentheses after each recommendation indicates the page upon which it appears in the body of the report. We suggest that the reader use this summary primarily to gain an overall view of the tenor of our recommendations, to obtain an indication of relative priorities, and as a reference index for locating specific recommendations in the text where they are elaborated in fuller detail.

Recommendation Regrading a National Book Plan

The most important action to be taken in the book activities sphere is the development of a comprehensive National Book Plan accompanied by an appropriate commitment by the Government of Indonesia to provide all-out support to sound developmental action--properly balanced between private sector and public sector action. Vital to the plan is an effective orchestration of Indonesian efforts with those of all available donor entities. The plan would determine the role of printed materials both within and without the formal educational system. It would assist in the formulation of a national library development plan, of a book-paper supply plan, and a plan to ensure that there is sufficient printing capacity to produce the developmental books that Indonesia requires (128).

This report--prepared in specific response to requests from the Government of Indonesia and AID--should be considered a logical first step in the framing of the National Book Plan. Our recommendations cover a wide variety of practical actions of short-term, medium-term and long-term importance that should be considered within the context of the national plan to produce and use the books and instructional materials needed for maximum development of Indonesia's human and economic resources. However, there are major parts of the framework which must be filled in by specialized follow-up studies in depth where available information is incomplete or non-existent. Major actions of this type which we regard as immediate include surveys of libraries and of the book industry (covered below), and the coordination of foreign donor agency book-related programs (mentioned above).

A book development council should be formed to outline the aims and shape the content of the Plan, to determine the nature of the resources commitment required of the Government of Indonesia, and the services to be solicited from possible donors (129). It would also establish the relationship of the National Book Plan to the development of a new educational plan for the nation.

Recommendations Concerning Books in the Basic Schools

(1) Teachers' Materials

Of first priority--possibly even more important than the provision of student editions--that steps be taken to provide available instructional materials and develop new ones for teachers at all levels (38).

That elementary school and secondary school textbook reference libraries be provided to the Bureau of Libraries and Book Development of the Ministry of Education, and to the Bandung branch of IKAPI, the book publishers' association; further, that an elementary level set be provided for IKAPI's Djakarta branch (39).

That modest resource and reference collections of U.S. science textbooks and of U.S. curriculum studies be provided to inspectors and supervisors of the basic schools, and to the teacher training institutions (39).

That a foreign agency or agencies supply appropriate specialized textbooks to teachers in the technical schools (51), and to Family Life teachers at the provincial education headquarters, to the teacher training institutes, and to the Family Life Center library (52)--such books to be used as resource material in the preparation and planning of lessons, job sheets, and temporarily to bridge the student textbook gap. Similar resource books are needed for business education teachers (53).

That Indonesian publishers deposit 25 copies of newly published textbooks with the Bureau of Libraries and Book Development, for reference at the Ministry and in the provincial education offices (39).

(2) Student Editions

We support continuing Government of Indonesia efforts to provide free textbooks to the best of its ability (39); and the efforts of the Ministry of Education and educators to raise the budget for public education back to the 1961 level of 10% of the total national budget (203).

As an emergency move only--in the face of the current schoolbook crisis--we support present unofficial moves of the Government to investigate the possibility of overseas printing of textbooks, if they can be provided with adequate speed and at a low enough cost; such printing to continue only so long as Indonesia's publishers cannot perform the necessary task (40).

That provision of student editions proceed according to a staged priority plan. To ensure student access to the only mass-producible books immediately available within Indonesia, that the Directorate General of Basic Education devote its initial textbook development efforts to a review and selection of the best books of their type from among extant titles and series of the private publishers--based on staged levels of educational priority (158).

That paper donations be sought from foreign donors for the reprinting of the extant titles and series--after the Ministry of Education is organized to utilize such gifts efficiently (40)*; and that publishers of textbooks using donated or subsidized paper adhere to an equitable formula in establishing the selling price of the books (41).

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*For amplication of suggested use plan, see recommendations below regarding paper for books.

That high priority for local textbook production be considered for those titles and series which also have available teachers' manuals or editions; and that publishers of subsidized books provide free of charge such teacher aids in the ratio of one to each 30-40 student editions (40).

Until the "compulsory" elementary school arithmetic and reading series are complete and/or pedagogically acceptable, that the most suitable privately published textbooks covering these subjects be chosen for whatever temporary subsidy assistance may be forthcoming (41).

That, other than for readers and arithmetic books, the Ministry consider according higher priority to the support of basic textbooks for the high schools (rather than for the elementary schools)--especially for fundamental science instruction, and for Indonesian and foreign language textbooks (41).

That a qualified advisor trained in applied linguistics be provided to assist for two years the committee completing the senior high school series of English Language Project textbooks; further that financial help be provided for the reinstitution of the in-service training at already equipped language centers (49).

That for pupils who are without textbooks--especially for reading in the elementary grades--low-cost classroom sets of supplementary books be developed, for purchase by parents or local school authorities (41).

That, as the textbook supply improves, IKAPI-sponsored regional schoolbook depository warehouses be established, to extend the distributive network more effectively throughout the country, and at a lower cost (47).

(3) School Libraries

That immediate action be taken to regroup, recruit and train a basic cadre of librarians to execute the programs for school libraries. The training program would include training abroad, training at the University of Indonesia Library School, and in-service training and periodic seminars (56).

That funds be sought to establish model school libraries in Djakarta and in each of the provinces; and to train abroad one provincial school librarian for each province (56).

That, as an additional requirement for participation in a donated or subsidized paper program to produce textbooks, publishers might be committed to supply a percentage or number of the copies produced for free distribution to school libraries (57).

Recommendations Regarding Reading Materials in Higher Education

To upgrade the extent and quality of the use of reading materials by students and staff of higher education institutions, we recommend that a booklet on the use of reading sources in a guided-study system be published; that qualified professors mimeograph detailed lesson plans to show new instructors how to integrate readings in class; that new instructors or teaching assistants be assigned to professors who are most effective in integrating readings; and that young instructors be sent to universities abroad to learn of efficient reading use in guided study (69).

To determine the specific needs in higher education for textbooks and supplementary books, that the Directorate General of Higher Education supervise preparation of a priority list of required local titles in print and in manuscript, and those to be translated, adapted and written; also a list of priority books to be imported through the national book selection committees discussed below (80).

(1) Imported Books

To better ensure long-range solution of the imported book problem, that a series of national book selection committees be formed to recommend titles and quantities of the most suitable textbooks and reference books to be imported; the most suitable supplementary books and periodicals to be made available in limited quantities (and the academic libraries to which they should be assigned). In line with these imports, the Government of Indonesia should redouble its existing policy of requesting donations from foreign government agencies and from foreign foundations--concentrating on the titles drawn from the national book selection committee lists (76 and 77).

> To assist the committees in their selection, the American Textbook Publishers Institute, the Association of American University Presses, and the American Book Publishers Council should notify their members to forward catalogs and related information to the Secretary General of the Ministry of Education (77).

That urgent steps be taken by the Directorate General of Higher Education to get imported university-level books now available in Indonesia out to the institutions where they are so badly needed, by inventorying all such existing bookstore stocks, and securing a special budget to buy and distribute the books. As a temporary expedient for relieving the present blockage, transportation assistance should be sought first from the Indonesian armed forces and then from foreign donor agencies (73). Periodic conferences might also be held among representatives of academic libraries, to encourage exchange and/or sale of duplicate materials (74).

> That concurrently, the Government of Indonesia consider purchasing Gunung Agung's stock of 1964 Ministry of Trade-allocated higher education textbooks and reference books, and get them with all haste into the universities (75).

That, to encourage active cooperation from U.S. publishers and a meaningful resumption of U.S. agency book programs, Indonesia pay the exporter monies still owed for the 1964 Ministry of Education purchase of high-level U.S. textbooks and reference books; the sum involved is disproportionate to the difficulties and passions it has aroused (73).

We welcome the emergency AID impact book program for fiscal 1967; in the face of continuing urgent needs, we recommend its expansion and continuance--at least for the next three years. We suggest that, concurrently, Indonesia participate in the emergency program by importing from Japan reprints of similar-type U.S. books which could be purchased under existing yen credit facilities (76).

Importantly--that, although we agree with the strong emphasis placed on the stabilization program, bilateral loans be so negotiated that they generate sufficient amounts of counterpart rupiah to be of assistance in emergency book programs (74).

That a systematic and equitable book coupon plan be reinstituted, to permit students to purchase assigned imported books at 50% of their retail prices (78).

That the USIA low-level English language Ladder Book program be expanded in Indonesia; and that the value of the books be enhanced further through addition of annotated glossaries in Bahasa Indonesia to explain some of the more difficult terms (169).

(2) Local Production

To encourage manuscript preparation of the priority-need books for higher education, that a textbook and supplementary book commission be formed to: suggest book contents, levels and pedagogical approaches; aid potential authors by providing a writers' guidebook; establish short-term writers' workshops and long-term writing projects; and provide authors with financial subsidy. Hopefully, some of these activities would receive foreign agency funding (83).

That the university press facilities be encouraged during the immediate future to publish mimeographed diktat--through provision of duplicating equipment, spare parts, paper, and necessary supplies. Further that, when conditions improve, higher education institutions in the larger cities combine to establish jointly operated printing plants, whose university press services could be shared (86).

That periodic thesis abstracts bulletins be published, to provide synopses of theses written in Indonesian higher education institutions; that these be distributed to libraries, and that interlibrary loans be arranged to disseminate them throughout the nation (88).

(3) Academic Libraries

As a first-priority follow-up to this survey, that a comprehensive professional study and review of major Indonesian libraries be conducted by library development experts working under a Task Order to the new AID/American Library Association contract; that the experts analyze the libraries of 50 major institutions, to identify realities of the situation and to provide a plan of action that will make the libraries better able to discharge their responsibilities (118).

As matters of economy and academic utility, that universities centralize acquisitions and processing, and unify servicing of their library collections; and that total university holdings be represented in union catalogs (90). Further, that funds be provided to supply academic libraries with urgently needed basic bibliographic tools such as those mentioned on page 93.

To help improve the book stock of Indonesia's academic libraries, that foreign government agencies expand their donated book programs, and that foreign private foundations place Indonesia high on their priority lists for books in selected subject fields where needs are urgent and foreign government agency grants do not cover the area (93).

That a library seminar be held between university librarians and the Directorate General of Higher Education, to encourage a professional attitude, build staff morale, and lead to exchange of information (94); and that funds be provided for training abroad at the graduate level, for at least one librarian in each university (94).

Recommendations for the Improvement of Reading Skills and Learning Enrichment

That typewriters, paper, and simple printing equipment be provided by a multilateral agency to the Community Education Directorate, to permit the publishing of a portion of the 160 manuscripts specially developed for neoliterates (98).

That modest resource and reference collections of U.S. vocational and technical textbooks be supplied to teachers and the Inspectorate of the Division of Courses (96).

That the Ministry of Agriculture provide funds for the resumption of the extension service instructional materials program for farmers; and that the Bogor Agricultural Institute receive paper for the mimeographing of needed research manuals (98).

That the MIPI Documentation center be expanded to handle urgent foreign reference book requirements of professional, business, and Government circles (101).

That the AID Far East Regional Development Division consider sponsoring the production and distribution commercially of a core collection of low-cost English language editions of specialized high-level technical and professional books and textbooks. The low-cost editions would be printed centrally in East Asia for multicountry use, and marketed in quantities and with a subsidy that would permit their availability at the equivalent of $1.00 or $1.50 (100).

Recommendations for Library Development

The new Bureau of Libraries and Book Development represents a first step toward the establishment of a national body concerned with more complete utilization of Indonesia's reservoir of knowledge. In the interest of efficiency and economy of operation, we recommend all library programs now under the Ministry of Education be consolidated in the Bureau--including, importantly, the public libraries (110), and all special libraries outside of the fields of science and technology (112). Further, that the Bureau seek: funds to employ a long-term foreign library advisor with broad administrative and technical experience, foreign exchange to purchase a basic up-to-date bibliographical collection for use of the import section, and assistance to send headquarters staff abroad for graduate training in library schools (106).

To increase further the service of the MIPI Documentation Center to the research community, that the Center be provided funds to increase its stock of scientific journals, and to obtain modern printing and copying equipment (112). Additionally, that it be made the coordinating agent for all special libraries of science and technology in Indonesia (113).

In the absence of a 1967 book budget for Peoples' Libraries, that suitable locally available books be purchased from publishers and bookstores for free distribution to those libraries (108).

That an enforceable depository library law be enacted, to make possible the development of a national bibliography and other needed bibliographic tools (114).

That the Indonesia Library Association and its publication program be reactivated (115); and that it then spearhead a nationwide library program of publicity and promotion to call attention to the role and importance of libraries.

That the University of Indonesia Library School receive financial assistance to send faculty members abroad for their M.A. in library science; and that it employ long-term consultants from the U.S. to teach, and to advise on curriculum revision and standards for admission (118). Also, it should explore the feasibility of autonomous status as a separate faculty of the University (118).

Recommendations Regarding the Indonesian Book Industry

As a first-priority step to improve local book industry capability, that an in-depth, professional, follow-up survey be made by a management engineering firm of private publishing, manufacturing and distribution, and of the State-enterprise sector of the book industry--in order to establish a specific plan of action to improve management, lower costs, increase productivity, and to eliminate or minimize bottlenecks in equipment, materials and manpower. The plan would incorporate counsel and advice to individual firms and to the Government, as well as workshops and seminars on industry business practices. The professional study should be sponsored by a foreign donor agency (129).

That the Government of Indonesia encourage mergers among inefficient, undercapitalized, poorly equipped and poorly managed small publishers and printers--through tax incentives and other advantages (130).

(1) Publishers and Booksellers

We support the Indonesian Book Publishers' Association, IKAPI, in its efforts to have established a special revolving fund to enable book publishers to finance paper imports and advance-payment printing costs, and to permit them to build textbook inventory. We suggest that, when established, the fund be invested at interest, and that the publishers use fund resources as security to qualify for lower interest rates (130). The impact of the fund can be augmented if used in concert with textbook paper subsidies (131).

We recommend that IKAPI expand its already active role in the development of Indonesia's publishing industry by working with the Bureau of Libraries and Book Development to define their respective roles in textbook development and production; to create more effective measures for listing, selecting and adopting textbooks (131); and to sponsor textbook publishing seminars and workshops (130). Further, that it develop an annual statistical survey of the industry; hold joint periodic meetings with the Graphic Arts Association; study the need for a paid, full-time IKAPI operating executive; and provide a manual on printing and related mechanical subjects for the use of its smaller members (131 and 132).

> From the longer-term point of view, that IKAPI work with the Ministry of Education to develop a plan to finance the purchase of textbooks which--in the more normal times that loom ahead--will make them available to all students; and that it work with teachers' and parents' associations and sponsor book exhibitions, to promote the use of textbooks as basic tools of instruction (132).

Although temporary subsidies and emergency grants of books appear required to help fill the ever-widening book gap, the future health of the Indonesian publishing and bookselling industry depends primarily upon the strengthening of the industry itself. To foster the growth of its distributive sector, we suggest that the Government of Indonesia place books on a preferred import list that will enable them to be received at a conversion rate below the Bonus Export rate and with a minimum of red tape; also, that the Government purchase its books only through booksellers, and not directly (132 and 133).

That Indonesia take immediate steps to join the Universal Copyright Convention and a modern version of the Berne Convention on translations (181); and that Indonesia adopt the internationally recognized UNESCO page standards for books and pamphlets (174). We support IKAPI's efforts to procure special low postal rates for books and other educational materials within Indonesia (180).

We recommend that U.S. publishers grant their Indonesian counterparts translation rights at nominal fees--both because Indonesian publishers cannot afford the normal fees, and to encourage them to translate only those titles for which rights have been granted (133).

(2) Printing

To prevent all line-casting equipment from ceasing operation within five years--matrices, parts and replacement machines are needed on an emergency basis, as are parts for presses and other equipment specified on page 142 of this report. We suggest that the Government of Indonesia ask foreign agencies for portions of this commodity help; and that it consider granting special low-interest loans for the purchase by printers of urgently needed spare parts (143).

If Indonesia is to reduce the cost of locally produced books, it will have to be done with more efficient, modern machinery. We recommend that funds be provided for newer press equipment and parts, as well as accessories and chemicals for photography and for offset platemaking; further that the urgently needed categories of binding equipment and offset platemaking units be added to the B.E. import list (142).

That funds be budgeted speedily by the Ministry of Information for replacement parts that are hindering production at the Government Printing Office Negara (142).

That the Government printing plants be combined under one ministry (logic seems to dictate the Ministry of Information) for increased operational efficiency, improved scheduling and lower-cost production--after a thorough review of the physical, financial and human resources and needs of each of the three plants; and that the resulting grouping (which may comprise two plants) be made more readily available to supply portions of the developmental materials printing requirements of the Ministries of Education, Religion, Agriculture and Industry (144 and 145).

That the Graphic Arts Academy be strengthened through provision of new equipment, printing manuals and trade journals, and the recruitment of additional instructor personnel (143); and that a variety of foreign agencies consider sending printers abroad for machinist training at modern, well-equipped printing plants, and printing colleges--so they can return to become teachers in the vocational printing schools and the Academy (143).

That the structure of the printing industry be improved by encouraging specialization, and through seminar-workshops sponsored by the Indonesian Printers' Association (144).

For medium-term planning, it appears to us that the future viability and expansion of Indonesia's book printing industry can best be assured through a gradual conversion from letterpress to offset printing. Thus, we recommend that typesetting capacity be built via electric typewriters, and that foreign governments and entities be asked to supply portions of the offset press equipment and accessories detailed on page 147.

For efficient long-term growth, that typewriter and web-offset press capacity continue to be expanded, and electrostatic printing investigated (147).

Recommendations Concerning Paper for Indonesia's Books

To alleviate temporarily the great shortage of textbook paper, we recommend that paper donations once again be sought through direct negotiations with leading paper-producing nations and multilateral organizations; and that concurrently prospective donors be given a detailed plan for use of the paper, and assurance that it will be employed for specified developmental purposes (157).

Because paper donations may be sporadic and difficult to plan for, that a regular, inexpensive supply of newsprint for school books be ensured by a speedy return to a modest paper subsidy program. The subsidy might cover 80% of the imported paper cost. We suggest that it be retained only during the current schoolbook paper emergency (158).

That the *ad valorem* duties on imports of "H.H.I." newsprint and wood-free printing papers used for schoolbooks be eliminated (158).

That assistance be sought from foreign governments and manufacturers of equipment for small paper and pulp plants, to provide needed spare parts and materials to rehabilitate Indonesia's paper plants (159).

That Indonesia take short-term steps to increase its domestic paper production through fuller exploitation of its bagasse resource; that for medium-term improvement, it explore the feasibility of larger-capacity pulp mills, each of which might serve several smaller paper mills; and that for the long-term, it study the pulping requirements, growth rates, and plantation habits of the softwood forests which represent the primary future pulpwood supply for the nation (160).

CHAPTER 2

BOOKS IN THE ELEMENTARY AND SECONDARY SCHOOLS

In Indonesia, as in other developing countries, the large majority of books is produced for the formal school system. During 1961 and 1962, the last two years for which such information is available, school books accounted for 68% of total output of book titles--2,737 out of 4,020.* Books for the basic schools (the elementary and secondary schools) accounted for 54% of the titles, and books for higher education accounted for the remaining 14%. In numbers of copies produced, the school book predominance would be further accentuated.

In addition, the overwhelming proportion of books imported into Indonesia have been textbooks and reference books for the universities and other institutions of higher learning. The percentage of these books might run 80% to 90% of the total.

Chapters 2 and 3 are concerned with books in the predominant educational market--this chapter covering the textbooks and teachers' books used for the elementary and secondary schools, and Chapter 3 covering books and educational materials in higher education.

The history of meaningful schoolbook production in Indonesia goes back only a decade. Prior to 1957, textbooks were for the most part written by Dutch authors in the

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*The figures cited here were developed by the Bibliographical Department of P.T. Gunung Agung. Their magnitude is about three times greater than similar data developed for UNESCO. Appendix A discusses and evaluates the discrepancies.

Dutch language (and later in Bahasa Indonesia). Millions of the books were manufactured by private Dutch publishing houses in the Netherlands (the important ones with branches in Indonesia), then shipped to the archipelago. In 1956 the Government of Indonesia forbade the printing abroad of books in Bahasa Indonesia, in a twin effort to create a self-supporting book industry within the country, and to eliminate a substantial drain of foreign currency reserves. Today the books used in Indonesia's elementary and secondary schools are all local products.

This chapter's discussion of the role of books in the elementary and secondary schools of Indonesia begins with (1) a review of the textbook approval, selection and distribution process. Then, in order we cover (2) the nature, availability and usage of textbooks and teachers' books, (3) characteristics of Government and private school book producers, (4) improvement of the teaching of English through textbooks, (5) books for the technical and vocational schools, (6) textbooks for the religious schools, and (7) books in school libraries.

TEXTBOOK APPROVAL - SELECTION AND DISTRIBUTION

Theory and Practice

According to regulations of the Ministry of Education and Culture, all textbooks adopted for use in the public schools must be selected from a list approved by the Ministry. The private schools, however, are free to select any titles they wish, regardless of whether they appear on the approved list. In actuality, as we will note, the book gap is so great that public and private schools alike use whichever books are available and within the reach of parents' incomes.

The approved list of series and individual titles includes those published by private publishers and those published by two for-profit State enterprises. The vast majority of approved works appear to be the product of the former. Only eleven of 175 approved series and/or individual titles for the elementary schools and for the general secondary schools are the output of P.N. Pradnja Paramita, the State enterprise which publishes textbooks under the supervision of the Ministry of Information, and P.N. Balai Pustaka, the official publisher of the Directorate General of Basic Education. The 164 works produced by some two-score private publishers and authors indicate the important role of the private sector, but the list is a crude index, for it does not take into account the number of titles in a series, which may be numerous indeed.

As a matter of fact, the approved list is an inaccurate reflection of the school book publishing activities of the private publishers and Pradnja Paramita. It shows only a fraction of the titles in print and in actual use in the schools.

Only three of the textbooks series represent single basic adoptions and are theoretically compulsory: a three-book series at the junior high school level for the teaching of English; a six-book series of elementary school arithmetic books, Tjakap Berhitung; and a series of elementary school readers, Tjakap Membatja Dan Menulis.

The readers will eventually consist of 27 separate titles--16 readers, nine teachers' manuals, and two language exercise books. (A team of 40 authors under an editorial director is reportedly developing the remaining manuscripts.) All three "official" series are being prepared under the Directorate General of Basic Education; the titles produced to date have been published by Balai Pustaka. Some of the Ministry-developed books have encountered difficulties which will be discussed later in this chapter.

For all subjects except the three "official" ones, private publishers are free to submit first editions or manuscripts to the Ministry for approval. All textbooks for the basic schools must be written by Indonesians. Generally private publishers (most of whom were teachers) seek out authors and/or write the books themselves. After the manuscript is written, the publishers may approach an ex-colleague in the Ministry for suggestions. When a publisher submits a manuscript or a new textbook, the Ministry of Education Committee reviews it and on the basis of its review either rejects or approves it. If it is approved, it is, upon publication, included in the next issue of the appropriate approved list.

We were able to evaluate three approved lists--one each for the elementary, general junior high, and general senior high schools.* From these lists, the school administrators and teachers are supposed to select the title of their choice for adoption. In many subjects, however, particularly at the junior high school level, the choice seems limited to a single title or series. This situation exists for algebra, geometry, physics, biology, and natural science. But aside from these, the choice for most subjects seems small in number when compared with publishers' booklists, some of which contain hundreds of titles.

In point of fact, the schools are guided in their selection of titles by other factors more than they are by the official list. Among these other factors is availability. Teachers and administrators prefer to adopt a title that is available at a nearby bookstore, rather than select one which must be ordered from the publisher. In the latter case, with the great paper scarcity prevalent throughout the nation today, the title may be out of stock. If it is in stock, the publisher usually insists on a prepaid cash purchase, before he will ship the books. Such a selection pattern, of course, often results in the procurement of textbooks that are of relatively little help in the instructional process. Too often, under present conditions, schools must use the readily available book or none.

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*Only the last of these was in print. The first two had to be compiled for us by the Director of the Bureau of Libraries and Book Development.

The selling prices of textbooks vary according to length and complexity of content; they are not fixed. In the case of private publishers, the price reflects printing and other costs, and is not determined until the book is ready to be placed on the market. However, in the case of books that are produced to Government order (for example, when the Ministry orders books for free distribution) the private publisher must set the price before the order is placed.

Contemplated Changes in the Procedure

Currently, the Directorate General of Basic Education is contemplating a revision of its textbook adoption procedures, which have been adversely affected by the economic (and political) dislocations of recent years. The Directorate General desires a more standardized approach to textbook approval. It feels that there are now too many different titles in certain subject matter areas (many, to be sure, not approved), and too few in others. It intends to conduct a survey of the provinces to learn teacher preferences, to have these "more popular" books evaluated for conformance to curriculum and other matters, and then hopes to select five titles and/or series for each subject. These would then become the approved books to be published in sufficient quantities to fill the needs.

In revising the approval procedures, the Directorate General of Basic Education hopes to achieve these reforms: closing the gap between the curriculum taught in the classroom and the curriculum as established by the Ministry of Education; utilizing allocated paper more effectively; reducing the expenditures for textbooks by parents (numbers of whom move from one district to another during the school year); and making available to the schools only those titles of highest excellence that conform to the curriculum.

The Director General of Basic Education told members of the book survey team that he hoped to develop five suitable titles per subject per grade, from among which schools would make their selection.* A previously-developed plan had indicated that adoptions would be limited to a single title per subject. We agree with the Director General that a single adoption policy has grave dangers. It does not provide teachers and administrators with the opportunity to select textbooks that fulfill the curriculum and at the same time best meet the needs of their pupils, their teachers, and their region. And it would bring a halt to publishers' efforts to develop new and better books.

Perhaps the most compelling reason for a multiple list of eligible titles lies in the possibility that single books or closely limited series, in spite of the best efforts of the authors and editors, may upon publication reveal defects that seriously impair their usefulness as teaching tools. They may prove too difficult, may involve teachers in methods they are not prepared to follow, and may not allow for regional linguistic differences.

A single title that proves inadequate stops the educational clock until it can be revised or new titles written. This situation creates a gap that may never be filled in the knowledge of the pupils who take the course while the clock is stopped. The alternative is a multiple list which gives teachers and administrators the opportunity to choose the title that best fits their needs, and a chance to change to another title or series if their first selection does not live up to expectations.

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*The Directorate General is apparently thinking primarily of privately published works in this projected reform. Until the three Balai Pustaka-published series noted above, school book publishing was essentially in the private domain. The difficulties encountered in the publishing of the Directorate-sponsored series have tempered the enthusiasm of many who favored Government "monopoly" textbook publishing. The arithmetic series, for example, is the object of strong criticism from teachers who claim that the books do not conform to the curriculum (nonapproved books are used instead), and it is generally held that the production of the works was less than efficient. These views are held within the Ministry, as well as without.

If teachers are not prepared to make a wise selection from a multiple list of textbooks, they should receive instruction in the skills of textbook examination, selection and adoption.

Finally, any textbook approval policy ought to take into consideration economic as well as educational consequences of the policy. From the long-range point of view, Indonesia, a large country with a large population, should encourage and make full use of the potential power of its private publishing industry which, in the recent past was an effective, large-scale, fairly sophisticated source of textbooks. It is obvious, for example, that when the Ministry undertakes the development of an extensive compulsory series, it is faced with the difficult problem of how best to allocate its severely limited funds and staff. The more that the private sector has the opportunity to invest its own time and money in developing, publishing and distributing textbooks, the more the Ministry can concentrate its restricted resources on curriculum development, on the development of textbook standards and criteria for their review and adoption, and on in-service training of teachers to use books to their best advantage.

The problems of the private and the public book industries will admittedly not be solved overnight. But as the stabilization and other corrective measures taken by the Government begin to take effect, the day is hopefully not too far off when the private publishers can once again operate under "normal" conditions.

> Until the Ministry of Education acquires the qualified staff and budget to develop textbooks properly, it will find it more productive to devote its textbook development efforts to an intensive review of the extant titles and series of private publishers--to make sure

that students gain access to the intellectual and educational content of the only mass-produced books Indonesian children are likely to see for the immediate future. The survey team was impressed with the experience and potential of a number of private publishers, and has noted that their textbooks are generally considered superior to the arithmetic and reading series developed by the Ministry, by teachers who use them.*

It might also prove profitable for a joint Directorate of Basic Education--IKAPI committee to be formed to study the role of each in developing and publishing textbooks and in establishing truly effective procedures for their selection and adoption.

NATURE, AVAILABILITY AND USAGE OF BOOKS FOR THE BASIC SCHOOLS

The books produced for Indonesia's basic schools are rather slight affairs. On the basis of a limited analysis of current titles, it appears that the average elementary school textbook has about 60 pages (the average size, incidentally, of Balai Pustaka's readers and arithmetic books). Junior high school textbooks average between 110 and 120 pages. Titles for the senior high schools run about 140-150 pages. The books are saddle-wired paperbacks, usually printed by letter press on newsprint or "H.H.I.", a glazed newsprint, halfway in quality between newsprint and "wood free" book paper. For reasons which are covered in detail in Chapter 6, the quality of printing is often poor, and illustrations must be kept to a minimum both in number and complexity. Color seldom appears in Indonesia's textbooks. Bahasa Indonesia is the language of study, except for the first three grades of elementary school, which may be taught in local dialect.

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*Brief resumes of the size, output and capabilities of several of the leading private publishers (as well as Pradnja Paramita and Balai Pustaka) are presented later in this chapter.

The Great Lack of Books

Textbooks are theoretically in print for subjects in all grades of elementary school, Sekolah Dasar (S.D.); of general junior high school, Sekolah Menengah Pertama (S.M.P.); and of senior high school, Sekolah Menengah Atas (S.M.A.). Since the technical and vocational high schools share a common core of basic subjects with the general high schools, there are theoretically textbooks available for these subjects. However, for the courses of technical and vocational nature there are few textbooks in print.*

When textbooks are present, the method of teaching is more likely than not to be didactic. Where elementary pupils have textbooks, they learn lessons and repeat them in response to questions. Where most if not all pupils lack textbooks, the instructor writes the lessons on the blackboard, and the pupils copy them into notebooks (which become the children's textbooks), or onto slates, if they do not have notebooks. At the junior and senior high levels, the teacher is a lecturer and the pupils are note-takers. The method of instruction is directly tied to the examination system. The goal of the student is to store the information required for the entrance examinations that he must take and pass before he can be admitted to the next level of school.

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*Appendix C, "Education in Indonesia" covers the nature, structure and size of the different schools and school levels discussed here.

The fact that there are titles presumably in print for a subject does not necessarily mean that they are available to the students. Since paper is in extremely short supply (see Chapter 7), the demand for many titles exceeds supply. Textbooks may be in print but not available to many schools because there are no convenient bookstores where the pupils can buy books, or as we have noted, the bookstores may not have the teacher-selected titles in stock. Given the run-down state of transportation and communication in the archipelago, the distribution of textbooks presents publishers and educators with many problems.

Although the Government of Indonesia announced its intention in 1955 to provide free textbooks to its elementary school students, revenues have not been available to carry out the policy. Today, "after 21 years of political independence, Indonesia has not succeeded yet in providing all the necessary textbooks, supplementary reading materials and reference books for use in the educational system at all levels. Unfavorable economic conditions have constantly snarled efforts to arrive at a sound book situation; secondly, the unavoidable and imperative need to also embark upon reconstruction activities in fields other than education is another factor which leaves only a relatively small portion of the National budget to education."*

There are no statistics on the number of pupils who have textbooks. Visits by members of the survey team to many elementary and secondary schools, however, presented graphic firsthand evidence that there is a huge textbook gap. The number of pupils with textbooks varies from school to school--students in the prestigious general high schools (the S.M.P.'s and S.M.A.'s) are more likely to have books than students attending other high schools. The students in West Java are more likely to have books than those in East Java, and Javanese students are more likely to have books than pupils on the other islands. But even in Djakarta itself, we found numerous instances where textbooks were completely absent. Often when they were available, they had been inherited from older brothers or sisters, and at times--as in the case of several science textbooks--the books were fifteen years or more out of date.

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*"Working Paper on Current Books and Book-Related Activities in Indonesia," Indonesian Counterpart Team, February 1967.

> Even more critical is the fact that teachers themselves often lack the textbooks and reference materials they require to teach their students. Those who attend teacher training institutions seldom come from wealthy families, and many of them undergo training without books. Additionally--although most approved (and many unapproved) textbooks have accompanying teachers' manuals, teachers cannot always obtain them and often cannot afford them.

The cost of textbooks is one important reason for the general lack of these instructional tools. Many parents lack sufficient purchasing power to buy books for their children; the average elementary textbook has cost about 30 rupiah (25¢), and often it comes in two or three volumes, each of which must be separately purchased. High school textbooks are somewhat more expensive. The recent withdrawal of subsidies and increases in production costs has sent the price of some school books sharply higher, giving rise to newspaper cartoons (see Figure 1.) and articles of protest.*

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*For example, a March 1967 article in Antara, in which the parents' associations for the East Djakarta area requested the Government to investigate the announced doubling of elementary school book prices by a publisher of approved textbooks, stating that they could not see how families with several children could afford to buy the books.

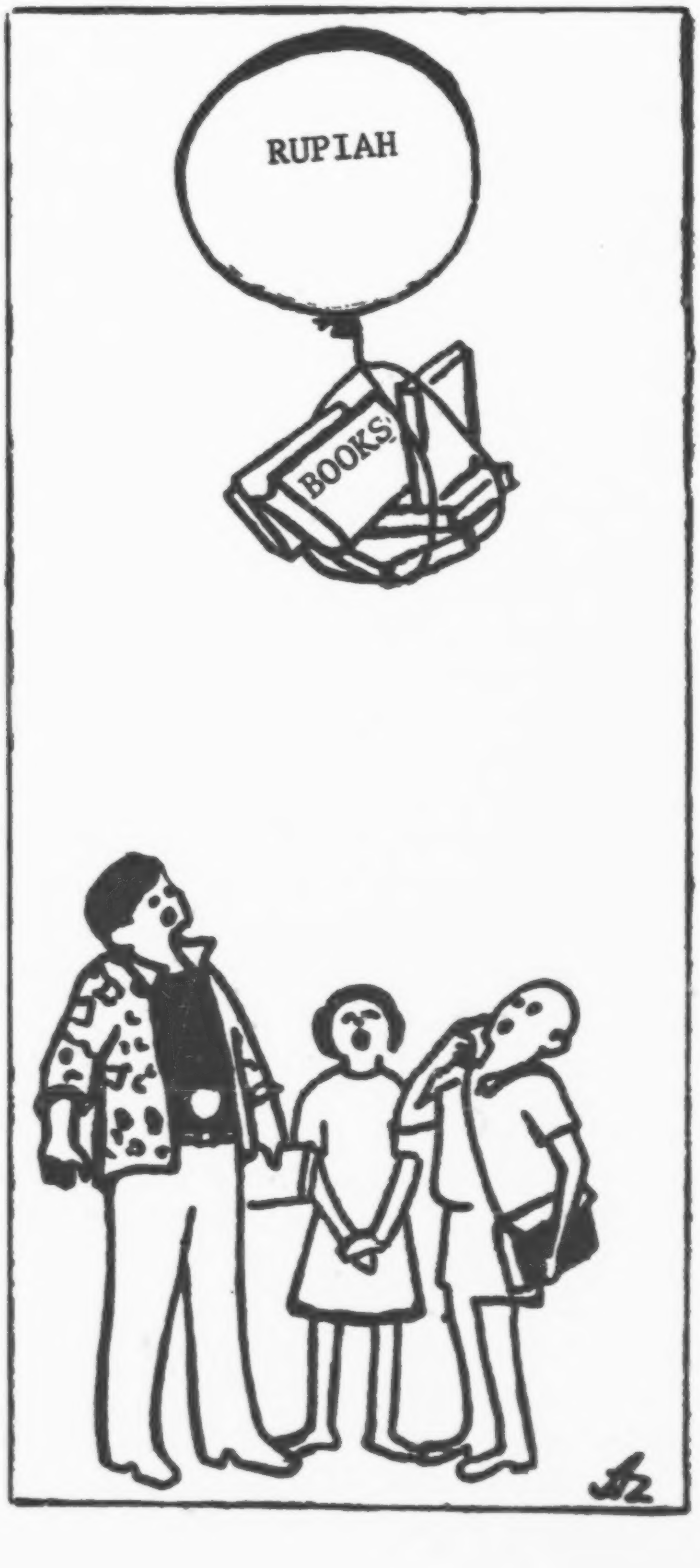
In a few isolated instances, members of the survey team found mimeographed diktat--outlines of the main elements of courses--being used to supplement instruction. Although the outlines are usually six to twelve pages long, we did note junior technical high school geometry diktat, 50 pages long, that served as a textbook (it sold for 18 rupiah).

There are other factors besides textbook cost, however, which appear to be major causes of the deficit. For example, there is evidence that textbooks may not be a high priority item with teachers, and that many do not know how to use them properly, or want to use them. Certainly, those who go through teacher training without books cannot be expected to use them effectively in a classroom situation. And as we have noted, the scarcity of paper and distribution problems also hamper book production and use.

Figure 1.

CARTOON FROM "OPERASI"

(March 14, 1967)



Before reaching any final conclusions about the underlying cause of the textbook gap, the whole subject should be one of a thorough study by independent, professional consultants who will make their report available to the Ministry of Education and the textbook industry. The study logically would form a component part of the extensive book industry survey recommended in Chapter 6. Among the areas covered in the survey would be improvement of textbook design and illustration, improvement of textbook marketing, and other changes that would expand textbook usage.

The Textbook Gap and Suggestions for its Reduction

In the absence of reliable data, it is impossible to define in meaningful terms the extent of the book gap in the basic schools. However, considering the large number of students--almost 16,000,000 children in elementary schools, and 1,500,000 in the secondary schools--and the obvious lack, the number needed must be of great proportions. According to a Ministry-sponsored estimate, the average number of textbooks needed by an elementary school student is six, and the number needed by a secondary student is 15.* Based on this assumption, a total of about 118,500,000 would be required on a book per student - per course - per grade basis. Although books would not have to be replaced each year, their flimsy nature precludes much more than a two-year use, on the average.

The same estimate projects newsprint needs, based on current enrollment in the basic schools of the Ministry of Education, and in the religious schools and the institutions of higher learning, at 35,000 metric tons--not more than 5% of which might be available through efforts of the Government of Indonesia, alone. Certainly massive foreign donations of paper will be needed, if more than a miniscule proportion of these books is ever to be printed.

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*"Deficiency of Paper for the Production of Textbooks and Copy-Books," a paper prepared in 1967.

UNESCO provided 5,000 tons of Swedish second-quality (H.H.I.) paper for the Directorate of Basic Education/ Balai Pustaka elementary school reading and mathematics series. There are conflicting stories on the disposition of the paper, but it is known that about 1,400 tons were still in the Balai Pustaka warehouse at the beginning of 1967. There was recently a tentative plan for UNICEF to sponsor an emergency shipment of 4,500 tons of second quality paper for the production of textbooks. But an initial customs duty problem, followed by a time-limiting factor, seems to have blocked the planned shipment. There were no known textbook paper donation projects in sight at the time of the book survey. (See Chapter 7 for detailed discussion of paper for school books, and for team recommendations on that subject.)

Our recommendations for books and instructional materials in the educational process follow several directions:

1. Of first priority--this is possibly even more important than the provision of student editions--we recommend that steps be taken to provide and/or develop instructional materials to assist teachers at all levels (including university level instructors) to perform their task more effectively and efficiently.

In this regard, the AID fiscal 1967 impact book program includes the provision of seven Textbook Depository Libraries (or curriculum laboratories) to six major teacher training institutions, and to IKAPI in Djakarta. The teacher training collections each will cover 4,000 elementary, secondary, and higher education textbooks and reference books published by U.S. educational publishing firms; the collections provide a larger proportion of professional, scientific, technical, and vocational education works that is characteristic of U.S. college or school curriculum, in order to reflect the greater need for attention to these subjects in Indonesia. The IKAPI collection consists of 1,200 secondary education textbooks.

We recommend that additional textbook depository libraries be provided as follows: (a) an elementary and secondary level collection for the Directorate General of Basic Schools' Bureau of Libraries and Book Development; (b) a similar collection for the Bandung branch of IKAPI; and (c) an elementary level set for the Djakarta branch of IKAPI (the major private publishers who publish most of Indonesia's textbooks are located in the two named cities).

We suggest that Indonesian textbook publishers be required to deposit 25 copies of all such books they produce with the Bureau of Libraries and Book Development--for reference both at Ministry headquarters and at the provincial education offices.

Resource and reference collections are urgently needed by inspectors and supervisors, and by the teacher training institutions.* In elementary education, these might include important, current U.S. titles in the field of general science, methods books (especially for teaching science), and such recent curriculum studies as those developed by the National Science Foundation, by Educational Services, Incorporated, by the Office of Education and by the professional organizations.

For consideration of the appropriate foreign agency, we suggest similar resource and reference material for inspectors and supervisors of the general junior and senior high schools. Here again, the need is in science--but in special fields: in physics, chemistry and biology. An experienced U.S. curriculum director or science supervisor who is thoroughly acquainted with new curriculum and materials being developed in the U.S. might be needed to select the appropriate books.

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*The collections would be similar in content to, but far more selective and modest in size than the AID Textbook Depository Libraries.

2. In regard to the problem of student textbooks:

   We support continuing Government of Indonesia efforts to provide free textbooks to the best of its ability.

   In the face of the current schoolbook emergency, we support present unofficial moves of the Government to investigate the possibility of overseas printing of textbooks--if they can be provided with adequate speed and a low enough cost. This would be an emergency action only--local publishers in the past have been able to turn out sizeable quantities of textbooks efficiently. The overseas procurements would continue only so long as Indonesian publishers cannot get local printers to do the necessary work.

   Provision of student editions should proceed according to a staged, priority plan (to be determined by the Bureau of Libraries and Book Development, with the assistance of IKAPI). During initial stages, concentration should be upon reprinting of good textbooks from among those available. Paper donations should be sought for the reruns; the recent UNESCO and UNICEF experiences indicate that the Ministry of Education is not yet sufficiently well organized to utilize such gifts efficiently. The proper organization to do so must be established; procedures developed should include review and mechanical considerations with printing experts (possibly in the Government Printing Office), so that donated paper may be utilized with a minimum of waste.

   The highest priority for local textbook production might be given to titles and series of high educational value for which there are teachers' manuals available. The Ministry of Education should require the publisher of subsidized textbooks (i.e., those using either donated or subsidized paper) to provide teachers' manuals or editions, to the ratio of one to each 30 or 40 student editions.*

The Directorate General of Basic Education has rightly given high textbook priority to an arithmetic and a reading series for elementary school students. However, until these series are completed (and in the case of the arithmetic books, pedagogically acceptable), we suggest that a prompt review be made of existing textbooks of these types, and that the most suitable ones be chosen for whatever short-term emergency type of paper subsidy may be forthcoming.

The Ministry of Education initially might consider according higher priority to the support of basic junior and senior high school textbooks, in preference to basic elementary school textbooks (other than those for reading and arithmetic). On the secondary school level, priority attention might be given to books for fundamental science instruction and to Indonesian and foreign language textbooks.

Publishers of textbooks using donated or subsidized paper should adhere to an equitable formula in establishing the selling price for the books.

3. When pupils are without textbooks, especially for the subject of reading in the elementary grades, the use

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*In Korea, teachers' manuals are produced at the same time as the related student editions, and their cost is included in the production cost of the textbooks (adding about 1½-2% to the total). When the student editions are sold and shipped to the schools, the teachers' manuals are distributed free of charge to the schools at the rate of one per 50-60 students' editions purchased. Teachers' manuals are used in Korea.

of classroom sets of supplementary books is one way to provide pupils with some books to read. Without books to read, learning reading skills seems to be without purpose. With books to read, pupils not only have an opportunity to practice their skills, they also catch the vision of what reading means in terms of personal satisfaction. In Indonesia, supplementary books for classroom use are virtually nonexistent. If classrooms could be provided with one set of supplementary books composed of literary readers, of science readers, or of lands and peoples readers, the children would develop their skills and see more purpose for attending school. Dropouts might then decrease and attendance improve.

> We suggest that the Ministry of Education (possibly with outside help) explore the possibility of developing low-cost classroom libraries that could be made available for purchase by parents' associations, by the local school districts, or through funds raised by the pupils through their own efforts.

THUMBNAIL SKETCHES OF REPRESENTATIVE INDONESIAN TEXTBOOK PRODUCERS

At this point in our coverage of books in the basic schools, we present brief resumes of the size, output, and general attitudes of a representative group of the larger Indonesian textbook publishers. The resumes provide insights into the past capabilities of the publishers, as well as their ideas and actions regarding the current book "climate"--for example, their sharp curtailment of production, and reluctance to publish any but proven textbooks. The brief sketches provide clues concerning the role and direction that the nation's indigenous publishing industry might take under improving business conditions.

Two State Enterprises

(1) P.T. Balai Pustaka (Djakarta)

Balai Pustaka is the oldest publishing firm in Indonesia. It was started in 1908 as a unit of the Dutch administration, and then of the Ministry of Education. It acquired a printing plant in 1927. The firm was the first to publish native manuscripts in Bahasa Indonesia and other local dialects, and is considered the birthplace of modern Indonesian literature. In 1963, Balai Pustaka became a for-profit State enterprise. From an original specialization in literary works of merit, it expanded into the production of examination papers, and in 1963 entered the textbook field with the then Ministry of Basic Education's "compulsory" reading, arithmetic and English language series. (Balai Pustaka does not publish the manuscripts supplied by the Ministry. It merely distributes and/or prints them.)

Between 1964 and 1966, Balai Pustaka published an annual average of 60 titles (40% of which were reprints). Of these, the largest number were general books, followed by children's books, literature and textbooks. Book production averaged about 2,700,000 copies annually during those years. However, distribution of the produced books showed a quite different pattern. From a high of 2,915,000 copies sold in 1964 (at the height of the stress on the elementary level arithmetic series), total book sales of the firm decreased to 1,937,000 in 1965, and 358,000 in 1966. Balai Pustaka apparently has a large stock of books on hand.*

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*These sales totals for Balai Pustaka-produced books vary markedly from those which the firm reported that it published during the same years (Balai Pustaka was unable to handle the entire production of the three "compulsory" textbook series, and had to have many of the copies printed by other firms). In all, somewhat over 13,100,000 copies of the arithmetic books are reported to have been sold during the three-year period, as were 479,000 readers and 208,000 copies of the secondary level English language books.

Balai Pustaka has ten salesmen, and stocks some textbooks in the field. Its salesmen usually call on bookstores, but sometimes (before the start of a new school year) call on teachers. It has three functional editors who read and review manuscripts.

(2) P.T. Pradnja Paramita

This firm, an amalgamation of four former Dutch publishing houses, is a for-profit State enterprise under the sponsorship of the Ministry of Information. It continues the tradition of the four former foreign enterprises by concentrating on the publication of textbooks of diverse kinds. These span the range from readers for the basic schools to scientific works for higher education. It employs 120 people.

Pradnja Paramita has an active list of 184 titles and series--including 20 for the elementary schools, 22 for junior high schools, 56 for senior high schools, 16 for university level schools, 13 for technical schools and 3 for teacher training institutions. Most of its publishing during current days is confined to reprints. Only 9 of 134 works published in 1965 and 1966 were first editions. Although Pradnja Paramita sells hundreds of thousands of copies of elementary school textbooks annually, it has not published a new one for at least seven years. Printings average from 10,000 to 50,000 for elementary schoolbooks, 50,000 to 25,000 for junior high schoolbooks, and 5,000 to 15,000 for senior high schoolbooks. Some of the elementary school titles have been reprinted as many as 33 times.

Because of its special relationship with the Ministry of Information, Pradnja Paramita has in the past obtained subsidized newsprint for its publishing activities. Many of its titles and series are standard works that have proven themselves over the years (and, thus, in some cases may be out-of-date). The firm generally can sell as many copies as it can have printed. Because of the paper shortage and the withdrawal of subsidized paper this year, production plans have been cut to 368,500 copies, compared to 1965 and 1966 totals of 811,000 and 822,000 respectively.

The firm does not solicit manuscripts or have an active manuscript development policy or plan. However, manuscripts of best-selling works are revised from time to time to meet curriculum changes. Few of Pradnja Paramita's titles are on the approved list.

Private Schoolbook Publishers

(1) Ganaco, Massa Baru, and Sanggabuwana (Bandung)

These three publishing houses are affiliates specializing in the schoolbook field. Considered together, they probably compose the largest in the nation. Ganaco, the largest of the three, has 325 titles on its list--books that cover the spectrum of education in Indonesia. Massa Baru has 112 schoolbook titles on its list, and Sanggabuawana has 76. In all, the three have over 500 titles.

Few new titles are published by them at present. Only eight are in final production and 15 are going through the editing process. In addition, an estimated 100 other manuscripts are on hand. However, in the current publishing market, the firms prefer to reprint best sellers, which simply require printing and shipping--rather than spend the money and effort required to produce new titles. Some of the firms' elementary textbooks have sold over 1,000,000 copies. Editions for best-sellers average 100,000, with 50,000 runs for other reprints. Some have been through more than 20 printings. Several books are reprinted at least twice a year. The average run size for new editions is 10,000 and 5,000 for elementary and secondary schools, respectively.

The Ganaco, Massa Baru, and Sanggabuwana affiliates have an editorial and layout staff of nine. The owner, a former teacher who entered publishing through his own textbooks, works closely with authors in preparing book series; he finds authors (usually teachers) who can work within his framework, and thus controls and directs preparation of the basic manuscript in a manner not very different from U.S. schoolbook publishers.

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The affiliates sell through bookstores and fill Government orders. They operate three distribution centers in Java and one in Sumatra. Stores with good credit ratings must pay within two to four weeks of delivery.

(2) Pustaka Star, and Remadja Karya (Bandung)

Pustaka Star has only ten textbook titles in print, while Remadja Karya's production revolves about a six-year old 16-book series of elementary school readers and grammars. These affiliates concentrate on best-sellers, believing like other publishers that prevalent conditions discourage speculation on new books, and that emphasis on proven titles enables capital to be turned over most rapidly. Pustaka Star's 6th grade biology textbook (part of a UNESCO-assisted science teaching pilot project) sells more than 100,000 copies annually, and is in its 24th printing. It is produced by offset on imported newsprint in the Government Printing Plant.* Teachers' editions are planned for all books, but are not yet published.

The firms have salesmen calling on teachers and bookstores, and use wholesalers. Distribution in West Java is by postal service. Paper is bought through IKAPI and in the open market. Like other publishers visited, they report that paper costs have skyrocketed during the past two years.

(3) Tarate (Bandung)

Tarate is also operated by a former educator, and its "editorial board", which does everything from idea-gathering to selling, consists exclusively of former teachers. Market concentration is in West Java for elementary school books, but the firm's best-selling science series goes all over Indonesia. The firm has a list of 105 titles--including 45 for elementary schools, 27 for general junior high schools, 10 for junior vocational and home economics high schools, and 11 for general senior high schools.

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*Discussed in Chapter 7.

Of over 2,600,000 copies sold in 1965 and 1966, somewhat less than 20% represented first editions (nevertheless a higher than average new book percentage). Tarate's elementary schoolbooks have gone through many printings and five of the titles have teachers' manuals. The science series includes workbooks which are sold with the textbooks as a unit. All new books are processed in small quantities (usually 5,000) for test use in an associated private school; over 20 were currently being so tested. The firm distributes books by mail, truck or train--all methods which it reports are slow and undependable. In the past, Tarate also published general religious and library titles, but not for the past two years--they are considered too uncertain.

Recommendation for Regional Schoolbook Warehouses

The publishers cited above voiced frequent dissatisfaction about the efficiency of transportation carriers--noting that book shipments from Bandung to Surabaja (both on Java) averaged two weeks and more, and that shipments to the outer islands took many months. One way to extend the distribution network to cover the country more effectively--and at a lower cost--might be through the establishment of IKAPI-sponsored regional school book depositories that would be available to all publishers. In view of the acute shortage of textbooks in the nation today, this suggestion cannot be considered for first-priority action. But as conditions improve for students and publishers alike, this concept could prove of significant value.

In the warehouses, individual publishers would stock textbooks that the schools in the regions are likely to order, and in sufficient quantity to fill the orders. The booksellers or schools would order their textbook needs from the depository located within their region, rather than back in distant cities. In addition to serving as clearing houses, the depositories could be centers for textbook displays, catalog and promotion distribution, and textbook information (but not marketing) centers; the individual publishers would continue to promote and sell their own books.

IMPROVING THE TEACHING OF ENGLISH

In the Indonesian secondary schools, beginning with the first grade of junior high school, English as the first foreign language is required of all students.

With the assistance of the Ford Foundation, and with some additional aid supplied under the Colombo Plan, the Ministry of Education appointed a committee in 1958 to develop a series of six books for the teaching of English through the oral-aural approach. The committee included linguists from the United States, Australia and Indonesia. At the time the project came to a close in 1962, the first three student editions were in print; the teachers' editions for the first three books were in print or in manuscript; and the manuscripts for the remaining three student editions and their accompanying teachers' editions were in preparation.

Balai Pustaka, appointed publisher by the Ministry, was originally to print all the books. It could not handle the entire printing job, so much of that work was eventually done by other printers. That fact, plus a concurrent change in the English language curriculum of the junior high schools, served to delay the printing of the books. Although financial aid had been provided by USIS for the free distribution of the books when published, inflation had eroded the value of the grant and it was necessary to sell the books, by the time they appeared in 1963. Despite this, they sold comparatively well.

For the series to fulfill its purpose, the remaining manuscripts (the three students' and teachers' editions for the senior high schools) need to be completed, published and made available. A committee is presently engaged in finishing the manuscripts. Although the chairman of the committee and his associates are trained in modern methods of teaching English, for two years they need the assistance of an advisor who can help resolve areas of uncertainty which crop up, especially in the use of idiomatic American-English. They prefer a person trained in applied linguistics, with a background of experience, if possible in Thailand, the Philippines, Malaysia, or Indonesia itself.

> We recommend that the appropriate foreign agency or foundation consider recruiting the needed advisor and funding his participation as requested.

In addition to assistance in the completion of the three remaining titles, there is also priority need for in-service training of teachers so that they will be equipped to use the existing books. Originally teachers were trained in the modern oral-aural methods used in the books, but this system broke down in 1963. As a consequence teachers without training have the books but are puzzled about their use.

It is our understanding that language centers, many already equipped with language laboratories, are available for in-service training programs. Apparently, too, Indonesia has the teachers who are qualified to provide such training. We suggest that the appropriate foreign agency consider providing financial help to the Ministry of Education for the reinstitution of the required in-service training programs. A changeover from a traditional method of teaching foreign language to a modern one requires such training.

BOOKS FOR TECHNICAL AND VOCATIONAL EDUCATION

The most significant difference between the developed countries and those classified as developing lies not in the area of natural resources, location, or in the abundance of capital--although all of these play an important role. In practical terms, the wealth of nations is measured not in gold, nor in cash, but rather in the skills and abilities of their citizens. How to assist a large proportion of the population to acquire such skills and know-how is the critical question, for by skills, we do not refer primarily to those abilities acquired by the academically trained professional--although this group is of vital importance. We refer to the production, maintenance, commercial and administrative know-how required on every level by hundreds of thousands, even by millions of foremen, skilled and semi-skilled workers, technicians and office workers who are needed to power Indonesia's rapid growth in a modern world.

Using this criterion, Indonesia has far to go along the road to development. In part, the nation's problems can be attributed to the near-total absence of instructional materials in the vocational and technical schools where these skills are studied.

Textbooks for Technical Education Teachers

There are around 145,000 students enrolled in the technical junior and senior high schools. The schools offer 10 main technical courses--mechanical engineering, civil engineering, electrical engineering, shipbuilding engineering, aviation engineering, agriculture, electronics, chemical engineering, fisheries, and mining and geology. For practically none of these specialized courses are student textbooks available.

For the first five technical courses noted above, a number of instructors have Dutch or English language textbooks, which they use, according to their proficiency. For the second five courses (introduced after 1961), even these teacher aids appear to be lacking.

The suitability of foreign textbooks as teacher aids depends to a large extent on the nature of the courses offered in the Indonesian technical schools (in the U.S. junior high schools, industrial education courses are exploratory, prevocational courses, rather than specific courses to train technicians), as well as on the linguistic abilities of the teachers. Thus, if foreign textbooks were to be provided to teachers, their selection would have to be made by competent specialists, such as the members of the Dunwoodie Institute who participated in a past Ford Foundation technical education project in Indonesia.

> But assuming that the project does include a mechanism for proper title selection, we suggest that a foreign agency and/or foreign agencies (i.e., U.S., German, Japanese) consider providing sets of appropriate textbooks to teachers in the technical schools. The sets would be used as resource material in the preparation and planning of lessons, for the development of job sheets for the students--and importantly, to help bridge the student technical textbook gap until such books can be created and made available to them.
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> For all courses, whether the technical teachers are with or without books, these sets would also help bring teachers' knowledge up-to-date--a primary consideration in the areas of science and technology.

Resource Books for Family Life Education

Family Life education is an outgrowth of home economics education. In Indonesia, it includes family relationships, child guidance, food, clothing, housing, health, money management, household management, physical and mental security, and life planning (including gotong royong--mutual aid to the community). Family Life education is included in the curriculums of the general high schools, the home economics schools, and the community education program.

As in the technical schools, there are few student textbooks available in the Family Life subjects. Some teachers have these, and supplement them with _diktat_ covering food, clothing, child care, home economics, and the like--which have been written by the teachers, or have been translated and summarized from often outdated U.S. or Dutch books. The home economics specialists have worked out the _diktat_ on a unique national sharing basis.

There is an excellent library at the Family Life Center which contains books supplied by USAID/Indonesia during the period of 1956-1959. The library needs to be brought up-to-date with additional volumes, both from the U.S. and the Netherlands, published since that time (research in many fields related to family life education during the past five years has made much of the material published before 1960 virtually obsolete).

> Resource sets of a similar nature might also be made available to teachers in the provincial education headquarters, and in the teacher training institutions. These would not be expensive projects--in all about 300 volumes might be needed (15 per set). We understand that UNICEF was preparing to act in this general area before it withdrew from Indonesia in 1965; appropriate foreign agencies, in consultation with a UNICEF representative, might explore bringing the Center's library up-to-date, and providing the sets for the provincial headquarters and teacher training institutions.

Business Education

The business education schools follow the Continental system for accounting and bookkeeping; for shorthand, they teach an Indonesian system for dictation, both in English and _Bahasa Indonesia_. In the business schools, as might be expected, the teacher is usually the textbook. These are still specialized, limited schools which represent comparatively small markets that publishers, trying to eke out a precarious existence amid material shortages and price rises, usually avoid. A few enterprising teachers have prepared _diktat_ for the students--

summarizing (and in some cases translating) from textbooks in their possession. The students are usually charged for paper costs.

It was reported that the overriding resource textbook need in business education is for U.S. titles on letter writing, modern business English, business arithmetic, and typing. Students with competence in these areas have highly marketable skills. Thus books in these subjects should be accorded priority.

> A foreign assistance agency might study further textbook needs for these schools, with a view to providing business education teachers with either single titles or classroom sets of textbooks they need to teach the business skills required by their students.

RELIGIOUS TEXTBOOKS

In 1967, a budget of 10,000,000 rupiah ($83,350) was provided by the Ministry of Religion for the purchase of books by approved religious schools. At an average cost of 30 rupiah (25¢) per book, this sum would furnish more than 330,000 books.

In the realm of textbook adoption practices, there is a marked difference between Islamic schools on the one hand and public, Catholic, Protestant, and Hindu-Bali schools on the other. Whereas the Catholic, Protestant, and Hindu-Bali schools use the same texts as do the public schools for teaching such secular subjects as reading, arithmetic, and science--the Islamic schools use an entirely separate series of books for all subjects.

Each Islamic text, whether the central topic is secular or religious, has been designed with examples drawn from Moslem life. This has meant that separate groups of authors and separate publishing and book distribution efforts have had to be maintained to serve the Islamic educational world. The religious market at the elementary level especially is a large one. In 1966-1967, 4,128,375 students were enrolled in the private religious (overwhelmingly Islamic) elementary schools. An Islamic publishing house visited by a member of the book team reported sales of as many as 1,000,000 copies of a religious primer in one year. The firm, which distributes throughout Java and Sumatra, usually has printing runs of 10,000 to 25,000.

Catholic schools are reported to be in better shape than public schools, as far as textbooks are concerned. The policy of the Catholic schools is to purchase the books and keep them at school; children usually are not permitted to take them home, for fear they will be lost. Hence, the books last longer than they would in a public school. In the urban Catholic schools, children may have books for every subject field; in the outlying area schools, however, only the teachers may have books. The Catholic schools' books are in Bahasa Indonesia, but the administrators select the titles to be used.

SCHOOL LIBRARIES

The Office for School Libraries is presently under the Bureau for Libraries and Book Development. The School Library Division was established in 1961, but an embryonic school library program existed many years before. With the creation of the Office for School Libraries, an ambitious program was planned. The program, in brief, consisted of a national headquarters, provincial headquarters and one teacher-librarian in each school within the jurisdiction of the Ministry of Education and Culture. The Ministry had given approval for: (1) a short-term plan for emergency assistance to school libraries in each province; (2)a long-term plan for systematic development of a nation-wide system of school libraries; (3) and an agreement with the Ministry publisher, Balai Pustaka, and the Government book agency, Fadjar Bhakti, that 10% of the funds available for reading materials should be expended through the School Library Section.

The school library program received considerable support from foreign agencies before 1964. USAID assistance in the form of demonstration collections was given. The Colombo plan financed training for the chief of the School Library Division and for one assistant. British bilateral aid provided for the training of five librarians and for demonstration collections of children's books. UNESCO provided the services of one specialist in the field for four years, and one fellowship and a supply of copies of Dewey's "Decimal Classification" for distribution to provincial headquarters and to high schools. However, unstable political and economic conditions of the past three years have virtually suspended the school library program.

There are about 60,000 elementary and secondary schools of all types in Indonesia. Many of these have collections of books, not always useful, that range in size from 50 to 500 titles, and are mostly supervised by teachers. The books are prevailingly in Bahasa Indonesia and frequently in the local dialect; some are in English or Dutch. Since 1964, the Office for School Libraries has been unable to supply any books for school libraries.

The typical school library visited consisted of a room in which books were kept in locked cupboards. The cupboards contained 200-300 volumes representing a hundred or more titles. The library room was opened during recess by a teacher and students were permitted to charge out books. No books were found in any of the school libraries with an imprint later than 1963. No circulation statistics are kept on the use of the books but those that are appropriate to the educational level of the student are in great demand.

We were informed that the only books added to school libraries since 1964 have been provided through the parents' associations.*

School libraries are vital components of any educational system and their necessity has received universal recognition from educators. Better school libraries with appropriate book stock and allied educational materials is another of the massive educational problems facing Indonesia. A program--motionless at the moment--exists that is basically sound. Implementation depends upon the ability and willingness of the Indonesian government to fund for school libraries.

> Immediate action should be taken to regroup, recruit and train a basic cadre of librarians to execute, in orderly fashion, the program for school libraries. The training program should involve training abroad for headquarters and provincial administrators, training at the Djakarta Library School for teacher-school librarians and in-service training and periodic seminars of a few days' duration for junior librarians.
>
> The goal of a school library in each of the nation's schools may take fifty years to reach. Immediate foreign agency and foundation aid should be sought in obtaining funds to establish model school libraries in Djakarta and in each of the provinces. Assistance from the same sources should be sought to make possible overseas training of one provincial school librarian to undertake leadership in his province.

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*Virtually every elementary and secondary school in Indonesia has such an association. Parents pay a monthly fee--sometimes a fixed fee, sometimes a graduated fee based on the income of the parent--to the association. The money is then used in the schools for paper, books and to supplement teachers' salaries. In the villages, the parents' fee may be paid in rice or other agricultural products.

As a requirement of the programs that may be developed for the printing of textbooks on donated or subsidized paper (discussed earlier in this chapter), the publishers might be committed to supplying a percentage or number of the textbooks produced for free distribution to school libraries, and thus for the use of students who cannot pay for their own books.

CHAPTER 3

READING MATERIALS IN HIGHER EDUCATION

The number of institutions of higher education in Indonesia in mid-1967 was estimated by the Directorate General of Higher Education to be about the same number as existed in late 1965. At that time there were 355 schools* enrolling about 278,000 students.

The institutions differed markedly from each other in many ways: in specific purpose, in the role they were to play in the society, in the size of student enrollment, in the quality of student preparation, in the size and quality of the teaching staff, in the sources and amounts of financial support, in age and tradition, in political power, in adequacy of facilities, and--of greatest importance for the present study--in the availability and use of reading materials, including textbooks, reference and supplementary books, scientific monographs, literary works, laboratory manuals, workbooks and periodicals.

A statement of the general goals of Indonesian higher education appears in Appendix C. It is the purpose of this chapter (1) to review the characteristics of the teaching methods used in the institutions of higher education, (2) to discuss the nature of the reading materials programs and the libraries in support of these teaching methods, (3) to review the provision and utilization of such materials, (4) to investigate problems entailed in the importation, the local production and the distribution of instructional materials for higher education, and (5) to suggest measures which might be appropriate for decreasing the book gap and for strengthening the reading materials programs.

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*To arrive at the total, the Directorate General counted as a single institution any university, institute, academy, or post-secondary "higher school" (sekolah tinggi) with its constituent faculties and departments which operate as a unit. Extension-course centers or branch campuses attached to a university or institute were not regarded as separate schools, even though the centers or branches were located in distant towns or on other islands.

COORDINATION BETWEEN INSTRUCTION AND READING ACTIVITIES

Since reading materials are elements of the broader realm of teaching methods, it is appropriate to preface our consideration of the role of reading materials in instruction with a brief overview of the most prominent teaching procedures used in pursuing the goals of Indonesian higher education.

It is apparent from the book team's survey of institutions on Java and Bali, and from interviews with educators and students from other islands, that the lecture method is overwhelmingly the most widely used teaching procedure in Indonesian higher education. It is true that in the physical and biological sciences lectures are often supplemented with classroom demonstrations of scientific phenomena, with experiments that students conduct or with field trips. In addition, some advanced seminars utilize discussion techniques, and in the arts students commonly spend a large portion of their time performing their artistic act under an instructor's guidance. However, if the total number of class sessions in all subject matter areas in all of the nation's universities, institutes, and academies were tabulated, we would find that well above 95% consisted of lectures.

Because it appears unlikely that this situation will change in the foreseeable future, we focus our attention initially on the lecture method and on ways reading materials can be integrated with lectures to maximize the student's learning.

There are several varieties or levels of coordination between lectures and reading activities. The five most obvious levels and their advantages and disadvantages are discussed below.

LEVEL 1: This level represents the ideal or optimal relationship between lectures and readings in the guided study system*, and is seldom attained in Indonesia. On this level we assume that the students in lecture or discussion courses are learning at the maximum of their potential. Principal characteristics of the level can be described under three categories: (A) the instructor's coordination of reading assignments with his lectures or with class discussion, (B) the availability to students of suitable reading materials, and (C) the students' efficient completion of the reading assignments.

(A) Instructor's role: (1) For each topic studied in the course, the instructor assigns outside readings in textbooks and/or supplementary books or periodicals. (2) The purpose for which students are to read these materials is clearly described. (3) The instructor periodically evaluates the students' understanding of the reading in order to ensure they have completed the assignments faithfully and have accurately interpreted what they have read.

(B) Availability of reading material: This plan cannot work unless there are books, pamphlets and periodicals available (1) which cover all important topics and points of view appropriate to the course, (2) which are properly up to date, and (3) which are sufficient in quantity and are readily at hand so students have the material to study when they need it.

(C) Students' role: Even if instructors do give suitable assignments and even if books and periodicals are available, the reading program can succeed only if the students (1) possess adequate language facility to understand the reading, (2) possess the academic or experiential background to understand the reading matter and relate it meaningfully to the topics of class study, and (3) actually obtain the books and complete the expected reading.

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*A discussion of guided study versus free study systems appears later in this chapter.

LEVEL 2: When certain of the strengths, but not all of them, between reading materials and class sessions described for Level 1 are evident, the class can be said to be operating at Level 2. For example, the books students are to use may be in short supply so that the students have difficulty keeping up with assignments. Or the instructor does not give regular assignments, but suitable books are available and most students are diligent enough to read them on their own initiative; however, the connection between readings and classwork is not always clear. Or the available books may be out of date so that the instructor must use lectures to supplement or correct the readings. In brief, the integration of readings and class sessions is fairly effective, but shortcomings are apparent.

At this level the widely used practice of distributing mimeographed or multilithed diktat notes begins to play an important role. The term "diktat" in Indonesian higher education refers to three principal kinds of duplicated materials: (1) notes students have taken from a professor's class lectures, (2) an instructor's own course outline or study guide or lecture notes which he or the students duplicate, and (3) summaries of the contents of required readings which students or the instructor distributes. Although such materials have long been used in Indonesian colleges--as they have been in colleges throughout the world--their importance to Indonesian students has grown in recent years as regular books and journals have become increasingly scarce.

Indonesian professors have disapproved of some varieties of diktat and approved of others. They have been critical of the duplication and distribution by student organizations of lecture notes which inaccurately reflect the lecturer's point of view. Thus, students have been encouraged to submit their notes to the professor for correction before having the material duplicated for sale. Or, in some institutions the lecturers have published their own versions of the notes to ensure authenticity.

Indonesian educators have also been critical of the practice of selling lecture notes to students at other institutions. Student organizations at Gadjah Mada

University in Jogjakarta have been particularly enterprising in producing lecture notes and selling them throughout the country via student bookstores. However, errors of understanding occur when the notes are incomplete and fail to convey nuances of meaning which the lecturer's original class presentation contained, or else they mislead the reader because they do not include the clarifying illustrations or side remarks he had made. Diktat which propose to be summaries of books or articles are also sometimes faulty. Hence, materials that were created as a substitute for books or lectures can distort the meanings intended by the original lecturer or author.

In spite of the foregoing disadvantages, diktat have served a useful function in Indonesian higher education. When diktat are produced under an instructor's editorship, they are a definite boon to students who have not been able to secure suitable books and articles.

LEVEL 3: Here, the students have no books and must depend entirely on a set of diktat that may include the professor's lecture notes and possibly a summary of a few readings pertinent to the subject. In 1967 many classes in higher education institutions operated on this level.

LEVEL 4: At still a lower stratum of adequacy is the class which has nothing at all for students to read. Rather, class members write notes from hearing the instructor's lecture. A large proportion of the nation's classes, particularly those in remote geographical areas or those enrolling poorer students and with overpressured teachers, were apparently being conducted at this level in the mid-1960's.

LEVEL 5: The lowest stage of relationship between reading materials and class instruction appears to be represented by the practice of a few instructors who have served as part-time teachers in institutions some distance from their own home cities. It has become their habit to furnish students diktat to peruse, but to appear themselves to lecture only two or three times during the school year. In other words, the students are expected to make a year's progress in a subject solely from studying an outline diktat of perhaps 20 or 40 pages and from hearing two or three lectures.

Indonesian institutions of higher learning in early 1967 displayed wide differences in the efficiency with which reading materials were integrated into class instructional plans. When the items cited in Level 1, above, are used as criteria for evaluating the availability and use of reading materials, we must conclude that only a few courses in a few institutions in the entire country have been operating at that level and that the number of courses reaching Level 1 probably has been less than 2% or 3% of all courses taught.

The reasons for this unsatisfactory state of affairs are several--the most prominent being the unavailability of suitable books for students. However, other factors also have played a part. We examine these factors, using as our framework the criteria described above. We begin with the problem of book availability, then proceed to the matter of instructors' and students' roles.

USE OF BOOKS IN HIGHER EDUCATION

The Acute Schortage and High Cost of Books

There is an extreme shortage of suitable texts and supplementary books for higher education institutions. This shortage has been caused by very rapid institutional expansion in the face of problems in the publishing, economic, political and language development realms.

The legacy of higher education institutions left by the Dutch and Japanese after World War II was small. During the 1945-1949 revolution, universities had little opportunity to grow. When Indonesia began to govern herself in 1950, there were only two major public universities and one Islamic university with a combined enrollment of around 6,500.

During the 1950-1955 period of initial development, the nation was concentrating so assiduously on spreading elementary and secondary schooling that the university segment had little opportunity to expand and had relatively few students to enroll. But in the decade of 1956-1965, universities, institutes and academies sprang up so rapidly in all parts of the land that the country's ability to fill the teaching posts with adequately educated instructors was taxed far beyond its capacity. Even more serious, the needs for books and journals ran farther and farther ahead of the available resources. As noted earlier, by 1965 higher education enrollment was approximately 278,000--more than 42 times that of 1950.

In an atmosphere of such rapid growth, even a mature and thriving national book publishing industry could not have met the needs. But book production in Indonesia was itself in only an early stage of development. The small number of printing plants were straining to fulfill the demands of the expanding elementary and secondary school textbook market and could dedicate little of their attention to the university sector, which offered a smaller market requiring more complex publications.

Furthermore, there was the language problem. In the days of the Netherlands Indies, and even through the early years of the 1950's, textbooks suitable for colleges were almost all written in European languages, principally in Dutch, and published in Europe or America. Bahasa Indonesia had never been designed for scholarly discourse, and certainly there were few books in that language which would be suitable for university use. Consequently, higher education officials faced the alternatives of (1) importing enough foreign language books to fill the higher education needs--with the hope that college students would have the language facility to read them--or of initiating programs of (2) writing original works in Indonesian, or (3) translating into Bahasa Indonesia enough scholarly books to fill the wide variety of reading needs faced by the students and staff members of a modern university.

Though all three of these approaches have been utilized--chiefly in the 1956-1965 decade--the one which has resulted in the greatest number and variety of college books has been that of importing foreign language volumes. Because English is the first official foreign language and is a required subject in all secondary schools, the majority of the volumes have been in English. Usually these have been published in English-speaking countries, but some have also come from Russia and Communist China.

There have been three principal means of securing books from overseas.

First, Indonesian booksellers--with bookstores in the cities serving as their chief retail outlets--have imported many thousands of volumes useful to college students and instructors.

Second, foreign governments and foundations have contributed many thousands of books to university libraries and smaller numbers to staff members and students. Though most of these books have been written in the English language, the foreign language departments of several institutions have also received books written in the languages of the donors--Dutch, German, French, Chinese, Japanese, Arabic and Russian. In addition, some Dutch, French, German and Russian books have been furnished to other departments, such as for courses in the natural sciences or pedagogy.

The third source of book imports has been the central Ministry of Higher Education which, through 1964, had a budget for purchasing foreign books requested by public universities and institutes. Although the budget allocation was never large enough to satisfy all the requests, it did permit the Ministry to provide a significant quantity of books and journals for the libraries of public institutions. Since 1964 there has been no Ministry money for imports. The likelihood that there will be such funds in the near future appears remote.*

Even though these imports of books in foreign languages have greatly aided Indonesian institutions of higher education, the program has fallen far short of satisfying the needs for reading materials. In the first place, the number of books imported has never approached a level of adequacy. The shortage of books was great enough in 1955, but as the 1956-1965 decade progressed and enrollments shot up at an unprecedented pace, the gap between textbook needs and textbook supplies rapidly widened.

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*Later in this chapter we discuss in detail the recent and current book imports and problems, and propose recommendations to ameliorate the situation.

The deterioration of the nation's economy has compounded the students' problem of securing texts. Runaway inflation in the 1960's has made it increasingly difficult for the average college student to buy any books from among the small supplies of imports found in stores. In Djakarta bookshops in the spring of 1967 the cost of an American text or reference book for a course in internal medicine was about 1,500 rupiah ($12.50) and seemed to be headed higher. A book for a class in economics was between 800 and 1,200 rupiah ($6.70 and $10), and for a class in English literature was about the same. English language texts from Russia were less expensive, for they were still imported under a subsidy agreement which placed the cost of a hardback book in electronics or engineering between 60 and 80 rupiah (50¢ and 67¢). Asian editions of American titles cost about one-third the price of the original American versions.

The meaning of these prices in the life of a student can perhaps be best understood when the cost of a book is compared to the salary of typical public employees. In the spring of 1967 the regular salary of an elementary school teacher was about 300 rupiah ($2.50) a month (plus a rice allotment), of an associate professor in a college about 500 to 1,000 rupiah ($4.20 to $8.40) a month (plus a rice allotment), and of a high official in the Ministry of Education 500 to 1,200 rupiah ($4.20 to $10) a month (plus a rice allotment, free housing and perhaps a Government automobile).

Under these salary conditions, it is clear that only students from non-Government families of some wealth could afford to purchase books of their own. Other students either had to go without books, to share the cost of a book with several classmates, or to borrow one from the library. But because many college communities had no suitable books in the stores or in the library, even students with money often had to do without texts.

In the late 1950's and early 1960's some tens of thousands of books and journals were sent by foreign governments and foundations to Indonesian universities and institutes. (See Chapter 8 for details of book-related activities of the more important donors.) A few schools which were allied over a period of years with a counterpart institution--usually American--received enough copies of textbooks so that in many classes each student might borrow a text in English to use all semester. Furthermore, supplementary books and journals were furnished for the libraries or departmental offices. Most recipients of such aid were institutions on Java.* Selected foreign language departments (English, German, Russian, Chinese) in more advanced schools received substantial stocks of books for their libraries, many of them also gifts of foreign governments or organizations.

During the early 1960's these faculties and institutes, or at least selected departments within them, were almost the only institutions which could fulfill the requirement of having available enough suitable books for students to use when they were needed for course work.

Guided Study Versus Free Study

However, even though sufficient books were available in certain faculties or departments, this did not ensure that the instructional programs operated at Level 1, for some instructors did not include specified reading assignments in their teaching or else students could not or did not read the books.

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*Some of the main institutions engaged in a counterpart relationship were the University of Indonesia's faculty of medicine (the University of California was the counterpart, supported by AID funds) and faculty of economics (University of California, supported by Ford Foundation funds); Airlangga University's faculty of medicine (U. of Calif., AID); Gadjah Mada University's faculty of economics (U. of Wisconsin, Ford) and faculty of engineering (U. of Calif., AID); Bogor Agricultural Institute (U. of Kentucky, AID); Bandung Institute of Technology (U. of Kentucky, AID); and the teacher-education institutes at Bandung, Malang, and Medan (State U. of New York, Ford).

The problem of the instructors' not effectively integrating reading assignments into their teaching scheme appears to have resulted from both the instructor's concept of, and his use of, a guided study system rather than a free study system--and the amount of time and energy he could and did dedicate to teaching.

Guided study versus free study has been one of the most important issues in Indonesian higher education throughout the past decade. The term "free study" labels the Indonesian version of the traditional Dutch approach to instruction at the university level. This approach assumes that the student is a highly motivated, self-directing individual who already commands efficient study skills. It further assumes that the student is skilled in evaluating his own progress over a period of one or two years without the need for periodic tests or specific assignments from the teacher.

The instructor's role under free study is to give lectures and, after one or two years, to give each student who feels he is ready an examination (usually oral), lasting perhaps a half-hour. The examination is intended to measure the level of learning the student has attained in the subject. Some professors, as a guide to students, provide a list of books or articles that candidates can read to prepare themselves in the subject. Other professors suggest no readings but assume that the truly adequate young scholar will locate suitable material himself.

In contrast, the term "guided study" labels the pattern of instruction found in many American institutions. This approach assumes that the student learns best when he is given periodic assignments to read in specific books and journals and when he is required to display each week or each month his progress in learning the material. This display is usually in the form of a written test, a written or oral report, participation in class discussion, or performance in a laboratory setting. The teacher's role is to plan learning activities--lectures, readings, projects, field trips, experiments--and to be available to the student to offer assistance when it is needed.

The guided study system was introduced into Indonesian higher education in the 1950's and so impressed leaders in higher education and in the Government with its results that the system was officially endorsed. However, many instructors today either do not know how to teach in this manner, or they are not convinced that it is superior to the free study system. Therefore, they do not use it; or else they are so busy teaching in a variety of schools in order to supplement their meager salaries during years of serious economic problems that they do not have time to make the guided study system function properly--that is, they do not have time to prepare and correct periodic tests, to prepare demonstrations and experiments, to lead field trips, to be available to students outside of class hours, and to prepare reading assignments. Whatever the cause, many instructors do not provide students with much direction about what to read and how to study and react to reading materials.

To upgrade the extent and quality of the use of reading materials by students and staff members, the Directorate General of Higher Education in cooperation with individual institutions of higher learning could:

(1) Publish a booklet in Bahasa Indonesia on the use of reading sources (student-owned texts, library holdings, supplementary books, journals) in a guided study form. The intention would be to clarify in specific terms the ways readings can be integrated with class sessions to maximize student learning and at the same time economize on the expenditure of instructors' time and energies. The booklet might be entitled: "The Role of Reading Materials in a Guided Study System".

(2) Encourage professors who are currently making particularly wise use of readings in their teaching to publish in mimeograph form some sample, detailed lesson plans that illustrate for new instructors the manner of integrating readings with class work so that students learn at an optimal level.

(3) Assign young teaching assistants or new instructors as counterpart teachers to professors (either Indonesian or foreign professors who are attached to universities or institutes) who are known to be particularly effective in integrating readings into their teaching procedures. Thus the new instructors can learn effective teaching methods by closely observing the experienced professors' techniques.

(4) Continue to send young instructors overseas to work in higher education institutions abroad where the efficient use of readings in guided study is practiced.

Improving English Language Facility

Even when instructors do suggest readings and the books are available, students do not always complete the assignments satisfactorily. One of the principal reasons for this is that a large percentage of undergraduates do not have enough facility in the foreign language of the imported books--usually English, but sometimes Dutch, French or German--to read them with real meaning. Although English is a required subject in all secondary schools, the teaching of English in most junior and senior high schools is not effective enough to provide the majority of college-bound students with functional reading skills. It is a widely held opinion among college faculty members (an opinion supported by test data at the educational research bureau in the teachers college at Bandung) that the level of facility in English among college entrants has been lower in the mid-1960's than it was five or ten years before.

The foregoing generalization about the shortcomings of undergraduates' ability to read English cannot be applied to all institutions of higher learning. The most prestigious faculties of the most honored universities and institutes have large numbers of well qualified applicants from which to select their students. For example, the faculty of medicine of the University of Indonesia admitted 350 of the 3,500 qualified applicants. In order to gain admission, the 350 had to score high on entrance examinations, including a test of reading in English. Such a selected sample of students, therefore, could be expected to read the imported books in English with sufficient understanding. But most institutions cannot require such a level of facility in English. Thus assigned books go unread or are inadequately comprehended by a large portion of the student body. To alleviate this problem, some faculties offer English-application classes, but this practice is not at all universal.

To solve the problem of students' being unable to read imported books, Indonesian educators have suggested two principal measures. One is to improve instruction in English in the secondary schools. A sound plan to effect better English instruction in junior and senior high schools--the Balai Pustaka English language book project, covered in detail in Chapter 2--was well launched in the latter 1950's and early 1960's, but its execution was frustrated in the mid-1960's by shortages of funds and personnel. If the plan can be revived and executed, there seems to be good reason to expect an improvement in the ability of high school graduates to read English as required for their college studies in the future.

The other solution involves the local publishing of undergraduate text and reference books in Bahasa Indonesia. We discuss this subject later in the chapter.

THE IMPORTED BOOK PROBLEM

Undistributed Stocks on Hand

We pointed out previously that the greatest number and variety of books used in higher education have been foreign (primarily English) language imports. Such books were purchased in great numbers until the past few years, accounting for several million dollars worth of imports annually. (Appendix A discusses recent import trends in some detail.)

Since 1964, no money has been allocated by the Government of Indonesia for the purchase of imported textbooks and reference books. In view of the nation's current economic problems and the intense drive for stabilization, no such purchases are in sight for the immediate future. The 1964 allocations consisted of (a) $1,500,000 for 300,000 volumes, granted by the Ministry of Higher Education; and (b) $2,500,000 for 500,000 volumes (mostly for higher education), granted by the Ministry of Trade. The importations were handled for the ministries by Djakarta booksellers--P. T. Pembimbing Masa for the first order, and P. T. Gunung Agung for the second. Because the first transaction has raised problems that seriously impair current efforts to import similar, urgently needed books, and because both affect future importations, we briefly review the history of the shipments.

Selection of titles for the 300,000 books imported under the Ministry of Higher Education purchase was made by the institutions of higher learning and edited by the Ministry. The order was placed with Feffer and Simons, a New York exporter, which bought the books from several American publishers. Following approval of the Export-Import Bank, the exporter secured a Foreign Credit Insurance Agency guarantee to cover one-half of the price of the books in the event of default of payment. The payment was not made when due, and the money is still owed the exporter. (Note: several U.S. publishers are owed amounts from similar transactions.)

The books imported through Pembimbing Masa reached Djakarta in 1965, were unloaded from the ships and placed in storage on the docks. When reports of pilferage reached the Ministry of Higher Education, which lacked the necessary storage space, it hastily arranged for the volumes to be divided and placed in the warehouses of seven booksellers. The booksellers were advanced a minor portion of the price of the books they were asked to hold to cover warehousing expenses and the costs of postal shipment to the universities.

A minority of the books have been shipped, but most were not. The complexity of the system designed by the Ministry to distribute the books, transportation and communication problems, and the deteriorating economic situation all served to delay until too late the distribution of the overwhelming majority. By the time the requests from recipient institutions were received and processed by the Ministry, the fees advanced to the booksellers to package and mail the volumes had depreciated hundreds of times, and postal rates had increased to such high levels that the booksellers refused to ship the books unless they were reimbursed for actual out-of-pocket costs.

No one knows how many of the aging books remain in the warehouses. It is estimated that as many as $1,000,000 worth may still be with the booksellers, who are accountable for the stocks held by them. The Ministry lacks an inventory of the books. It is assumed, however, that a portion of them is missing. At any rate, the remaining books (perhaps 200,000 volumes) idly occupy valuable space in warehouses, while students in higher learning throughout Indonesia suffer from a lack of textbooks.

We recommend that the Government of Indonesia take priority steps to get these and other imported higher education books which are available in the country out to the institutions where they are so urgently needed.

(1) The Ministry of Education should take steps to have inventoried all existing bookstore stocks it owns.

(2) The Government of Indonesia should provide the dollars needed to pay the U.S. exporter for the books ordered by the Ministry of Higher Education. They represent an old debt whose settlement would seem to be prerequisite to meaningful resumption of new book assistance activity on the part of U.S. agencies. The sum involved is disproportionately small compared to the difficulties it has aroused. Indonesian university students need the books desperately. These and other educational materials are not commodities to be compared with others needed by the nation. Rather they are indispensable tools for the development of Indonesia's rich human resource.

(3) Distribution of university level books has broken down. Schools outside Java are isolated, and even some Djakarta schools visited by the team lack available books.

(a) The Ministry of Education should secure a budget specifically for book and periodical transportation so that reading materials can be shipped within Indonesia from importing centers (or from local publishing houses) to institutions which need them.

(b) The Ministry generally has been unable to get the books out of Djakarta. As a temporary expedient for relieving the present stoppage, it should request the aid of the armed forces in shipping the volumes in their planes, ships and trucks which may be traveling to the locations of the needy institutions.

(c) If both the Ministry of Education and the armed forces are unable to accomplish the distribution work, a U.S. agency should consider using counterpart funds available to it*--to assist in the task.

(4) The Directorate General of Higher Education might hold periodic conferences of representatives from academic libraries to encourage institutions which currently have more copies than they need of certain titles to exchange (either for money or for other books) with other institutions, and thus achieve a more equitable distribution of the titles now held within such libraries.

The $2,500,000 worth of books (mostly university level textbooks and reference books) that were ordered as a result of the 1964 Ministry of Trade allocation were received by Gunung Agung in the midst of the hyperinflation of 1965. They have been selling at an extremely slow pace because of their high price in relation to buying power (even though many are relatively inexpensive Japanese reprints of U.S. books). The bookseller has taken steps to sell portions of the stock to students at discounts up to one-half of list price, but the books are still beyond the reach of almost all.

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*The U.S. is providing support to the economic stabilization program of the Government of Indonesia. Under the Food for Peace Program, the U.S. and Indonesia have signed several sales agreements for the provision of rice and cotton, which are generating rupiah. However, the rupiah are used to export commodities that earn dollars with which to repay the original loan; they do not result in a local currency fund that is available to the AID Mission. At the time of our survey, counterpart funds which might form the base for assistance suggested here were unavailable.

Although we agree with the strong emphasis placed on the stabilization program, we strongly urge that loans be so negotiated to provide for the generation of sufficient amounts of counterpart rupiah for use in emergency purposes such as paying for the shipment of the imported university level books now in Indonesia to their end-use destinations.

> We suggest that the Government of Indonesia purchase these books for use in the university classrooms and libraries, where they can be used freely by instructors and students. Like the Ministry of Education allocation discussed above, the books in the hands of Gunung Agung represent several hundred thousand volumes now needed and now in the country. Moreover, they can undoubtedly be purchased at substantially less than replacement cost.
>
> As an alternative--should the Feffer and Simons matter be settled, and should counterpart funds be available--their purchase by a U.S. agency might be considered.

Imports of New Books

In addition to distribution of imported higher education books that are currently available within Indonesia, steps should be taken to provide for the purchase, shipment and distribution of new textbooks and reference books from abroad.

In the past, foreign donor agencies have sponsored book-related programs in the country. From a practical point of view, it appears that several years will pass before U.S. and other foreign books can be imported and sold through normal commercial channels in sufficient volume to begin to meet the demand for these materials. Recently published high-level books are desperately needed in Indonesia's institutions of higher learning (and in the reference libraries of the ministries).

(1) The AID impact book program for fiscal 1967 which will result in the provision of $307,500 worth of U.S. books, most at the higher education level, is a welcome beginning. In the face of the current emergency, we recommend an expansion of similar assistance, at least for the following three fiscal years.

(2) We suggest that simultaneously Indonesia participate in the emergency program by importing from Japan reprints of similar-type U.S. books which would be purchased under the existing _yen_ credit facilities.* These could be an important source of U.S. books at prices keyed closer to the buying power of students and institutions. While Indonesia's share and cost would not be expected to match the U.S. contribution, such action would provide tangible evidence that the Government recognizes the urgency of the need and the fact that the Ministry of Education can generate no funds on its own; and it will indicate to other nations a willingness of Indonesia itself to help in the process of reducing the ever-widening book gap at the university level.

For the long-range solution of the problem, planning to fill the higher education book needs should be approached in a systematic manner. To better insure that the proper types and amounts of reading materials are imported from abroad, the Directorate General of Higher Education, individual higher education institutions, book importers and Government ministries concerned with import regulations could cooperate in carrying out the following activities:

(3) Establishing a series of national book selection committees, each composed of members chosen from among the instructors in a given discipline (like law, anthropology, physics) or field of study (agricultural economics, public school administration and the like) that is found in institutions throughout the nation.

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*Indonesia recently negotiated a $60,000,000 _yen_ credit from Japan.

Every committee would be provided with lists or catalogs of books published abroad (in most instances of books in English). The books would be designed for the needs of students in the discipline or subject matter field which the committee represents. Whenever possible, sample copies of the books should be available for the members to inspect. (A central library or depository for sample copies might be established in Djakarta under the supervision of the Directorate General of Higher Education or the Bureau of Libraries and Book Development.) Each committee would be charged with:

(a) Recommending the most suitable books to import in substantial quantities for textbook use throughout the higher education institutions of the nation (for students to purchase in bookstores or to borrow from higher education libraries).*

(b) Estimating the numbers of each type of textbook that would need to be purchased for higher education libraries in order that each four or five students taking a course might share one text which they borrow from the library.

(c) Recommending the most suitable supplementary books and periodicals (journals, magazines, newspapers) to be made available in limited quantities. Supplementary materials would be chiefly for libraries, but some of them might also be made available in bookstores for purchase by the more affluent students and instructors.

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*To assist the committees in their selection, the American Textbook Publishers Institute, the American Association of University Presses, and the American Book Publishers Council should notify their members to send 50 copies of their annual catalogs and related information describing current and forthcoming titles to the Secretary General of the Ministry of Education. The staff changes in the teaching profession have been so great that only the Ministry (and through it the committees) can be sure to reach the decision-makers.

(d) Recommending the quantity of various periodicals that should be imported and suggesting the higher education libraries to which they should be assigned. The decision about which institutions should receive particular journals and supplementary books may appropriately be determined on the basis of the apparent amount of use which such materials will receive in given institutions. Since economic conditions seriously curtail the number of foreign periodicals that can be obtained, it is important that the limited amount which are secured be placed where they will be used most frequently.

(4) The Government of Indonesia should redouble its existing policy of requesting donations of books and periodicals from foreign agencies, foundations, universities and philanthropic groups. The books sought from donors should as far as possible be ones drawn from the national book selection committees' lists.

(5) Finally, we suggest that the Government of Indonesia reinstitute a systematic and equitable coupon plan, similar to the one that ended with the demise of the USIA Informational Media Guaranty program (see Appendix A). Under the coupon plan, students in higher education were able to purchase assigned, imported books at 50% of their retail price. The new system should permit efficient handling of the paperwork connected with the plan and delineate clear-cut regulations to ensure fairness in the issuance of the coupons, and safeguards against abuse of the system. The coupons, accompanied by rupiah to cover 50% of the book cost, would be turned in to the booksellers by qualified students. The booksellers would then deposit the coupons at appropriate Government offices, where they would be converted into rupiah covering the remaining 50% of the selling price.

LOCALLY PUBLISHED MATERIALS FOR HIGHER EDUCATION

The problems faced in the local publishing of university level books in Bahasa Indonesia are, in their own way, just as complex and difficult as those faced in the importing of books. We consider the local publishing of such books from three points of view: (1) the need to formulate a reading materials need plan, (2) the need for a greater supply of appropriate manuscripts, and (3) the need for more adequate publishing facilities.

Determination of Needed Reading Materials

Basic to the problem in this area is the fact that an overall plan has never been drawn up to describe the kinds of books in Bahasa Indonesia which are most needed in higher education.

A number of Indonesian university professors and administrators who were interviewed by the book survey team suggested that such a plan should be developed, and they recommended two elements to be included therein. One would be a statement differentiating those books which would be best published in the Indonesian language from those which would best be imported--that is, titles in a foreign language, in most instances English. The second element would be a priority list indicating which books in Indonesian were most urgently needed and thus should be produced first, which ones could wait for later publication, and so on.

Several professors of natural sciences recommended that only two varieties of science books be printed in Bahasa Indonesia: (1) the basic, introductory undergraduate texts in a field (like biology or chemistry), and (2) books whose contents would be unique to Indonesia or Southeast Asia (titles treating botany or geology of the archipelago, and the like).

Other science books, in their opinion, should be English language textbooks and reference books--and to a lesser degree books in other languages--because scientific knowledge advances at such a rapid pace today that Indonesian authors or translators and Indonesian publishers could not keep up with the requirements; by the time a scientific tome had been written or translated and printed, its contents would often be out of date.

A second reason for importing specialized books for the immediate future, at least, is that the high-quality illustrations which many of these types of publications require could not be produced adequately by most of the existing printing equipment of the present Indonesian book industry (see Chapter 7).

In the same vein for the social sciences and humanities, Indonesian educators have suggested that priority be given to the local production of: (1) the most widely used, introductory undergraduate texts in such fields as sociology, anthropology, history, world literature and the like; and (2) volumes whose contents or viewpoints are uniquely Indonesian, such as books treating national history, Indonesian literature, Islamic history. On the other hand, books about other nations or more specialized areas of an academic discipline--such as linguistics, literature in a foreign tongue, specialized literary criticism, biographies and specialized areas of the social sciences--should be imported.

If such guidelines as the foregoing were adopted in developing a higher education book plan, the needs of undergraduates who did not have facility in English would be served in the general, basic courses, and the specialized works about Indonesian science and culture would be made available in the national language. Students would still be expected to develop skill in English to read the more specialized books in their major fields of study, particularly at the graduate level. Such an expectation places the responsibility for developing as much facility in English as possible on the high schools and on application courses in the first and second years of college.

To determine the specific needs in higher education for locally created books written in Bahasa Indonesia and for imported textbooks and supplementary books, a study could be conducted by the Directorate of Higher Education with the aims of:

(1) Preparing a priority list of the kinds of textbooks and supplementary books written in Bahasa Indonesia that are most immediately needed and those which will be needed in the foreseeable future.

(2) Determining which titles in Bahasa Indonesia are already in print, those which are in manuscript form, and others which still need to be written or translated and adapted from other languages.

(3) Preparing a priority list of the kinds of textbooks and supplementary books written in English that are most immediately needed and those which will be needed in the foreseeable future.

The Development of Manuscripts

A sufficient supply of suitable manuscripts for higher education has not been provided in recent years because Bahasa Indonesia as a medium of scholarly discourse is still rather new, the source of potential authors in the past has been limited, professors' time for writing has been curtailed, potential authors often have not known the most efficient ways of accomplishing their task, and the resources needed for ensuring that information included in the manuscripts is up-to-date and complete have not always been available to authors. Each of these points deserves the attention of agencies interested in the local development of manuscripts. The following discussion may serve to clarify their importance.

As noted in Appendix C, Bahasa Indonesia was not adopted as the national tongue in any practical sense until after the Japanese military forces occupied the islands a quarter of a century ago. War and revolution between 1942 and 1950 did not produce a climate that encouraged the rapid development of the language as a medium of refined communication at the university level. Thus, the principal efforts to refine and expand the language for scholarly purposes came only after 1950.

During the 1950-1959 decade a beginning was made within the rather small community of Indonesian professors to produce suitable manuscripts treating their academic specialties in the Indonesian language, and such organizations as Franklin Books Programs supported the translation of useful foreign titles into Indonesian. However, in the face of rapidly expanding college enrollments and increased numbers of specialized university departments and academies, the local production of manuscripts between 1950 and 1960 was entirely inadequate.

After 1960 two social conditions which influenced the creation of manuscripts were operating at cross purposes. One was the expansion of numbers of college instructors so that a larger supply of potential authors was made available. The other condition was economic inflation which forced faculty members to take on so many extra jobs in order to meet daily living expenses that they had little or no time for writing.

A further factor which made difficult the creation of high-quality manuscripts was the lack of opportunities for most potential authors to receive advice or training from experienced authors or editors. During our book survey, a variety of college instructors and officials in the higher education system expressed the need for the aid which experienced authors or editors might provide to prospective Indonesian text and supplementary book writers.

In addition, authors often lacked the resource materials which would ensure that the books or articles they wrote would be accurate, balanced, authoritative and up-to-date. In many cases, potential Indonesian writers did not, and still do not, have available the books and journals which would enable them to accomplish their writing tasks at the high level of quality to which they aspire.

Despite the foregoing problems, increasing numbers of Indonesian educators produced publishable manuscripts during the 1950-1967 period. However, only a segment of these have been published--principally because of the low capacity of the nation's book-publishing industry.

To encourage the preparation of useful manuscripts for the priority lists of books suggested under "Determination of Needed Reading Materials," above, a textbook and supplementary book commission or study group within the Directorate General of Higher Education, or within individual institutions of higher education, could:

(1) Suggest characteristics (contents, level of difficulty, pedagogical approach) of the needed volumes for the guidance of potential authors.

(2) Furnish guidance or instruction for potential authors in developing their manuscripts. This instruction could be provided in one or more of several forms:

(a) A guidebook for authors, either written in the Indonesian language specifically for Indonesian authors, or imported from abroad.

(b) Short-term (two weeks to two months) workshops for writers, conducted in Indonesia or at a Southeast Asian regional center and staffed by experienced Indonesian and/or foreign authors.

(c) Long-term (six months to two years) writing projects to which potential authors are assigned full time under the supervision of, or with the assistance of, experienced Indonesian and/or foreign writers. These projects might be located either in Indonesia or at an overseas university or institute whose facilities (library holdings, technical experts, demonstration schools or laboratories, computer facilities and the like) would be of particular value to the authors.

(3) Provide sufficiently attractive financial subsidies to authors so they might dedicate full time to writing manuscripts rather than having to divide their attention among so many jobs in order to support their families under currently existing economic conditions.

A number of private foreign foundations have provided and even now provide financial assistance elsewhere for similar projects (although not currently to Indonesia). It is to be hoped that one might do so for these.

The Publishing of Manuscripts

The general problems and shortcomings of the Indonesian publishing industry in the 1960's are treated in detail in Chapter 6 and so will not be repeated here. Rather, we limit our attention to the problem of the publishers' relatively low level of interest in issuing reading materials for higher education in contrast to their high-level interest in producing elementary and secondary school textbooks, comic books and trade books. Chief causes of this low level of interest have been that college books appeal to a much smaller market, contain many more pages and therefore require more paper, more composing time and more type for a limited number of copies.

In the early and mid-1950's when the Indonesian economy was in a healthier state and publishers were better equipped to complete the tasks which educators placed before them, publishers were more willing to issue books for the college trade. During these years the manuscripts for books in higher education were relatively few, for there were not many experienced professors prepared to write texts and supplementary materials. But in the 1960's as the numbers of authors increased, the publishing industry suffered setbacks caused by the deterioration of the economy in general. In the face of rapid inflation and of paper and equipment shortages, publishers became increasingly reluctant to issue new titles--particularly for the limited college market. Instead, they naturally concentrate on reprinting older best-sellers for the more extensive elementary and secondary school markets, because established best-sellers involve few advertising problems and little investment risk.

Therefore, in 1967, even sound manuscripts for college texts and supplementary books languish in publishers' files or have been returned to authors because, in the publishers' eyes, they did not represent a profitable venture. In spite of these unfavorable conditions, several publishing companies continue to issue a few new titles each year or so. These are printed in several thousand copies per edition, and are often sold to students on an installment basis. Author royalties average 20% of sales.

University Presses

A few higher education institutions, endeavoring to fill some of the book needs which commercial publishers were either unable or unwilling to meet, have started modest "university press" operations. There have been two approaches to university publishing. One consists of faculty members themselves guaranteeing, through university funds or a foundation (jajasan), the financing of the venture (to issue a journal, monograph or bulletin). The staff members complete the editorial task and contract with a printer to print the work. The other approach consists of the university or institute doing both the publishing and printing. None of the nation's higher education institutions owns a real print shop. Rather, they use mimeograph or in a few cases an office-size offset duplicator. Hence, the materials issued by such presses are necessarily simple in form. Illustrations have to be confined to line drawings.

Equipment for many such operations has been furnished by several of the foreign aid projects. In the mid-1960's perhaps the most active university presses were those established in the faculty of economics at the University of Indonesia, at the teacher institute in Bandung and at the agricultural institute at Bogor. During the 1961-65 period, these publishing centers issued a variety of text and supplementary materials which were used by both local students and those at other schools; but by 1967 the operation of these presses has been severely curtailed by shortages of paper, mimeograph stencils and funds to pay personnel. New titles are no longer being published. Instead, the facilities are being used to reprint enough copies of older materials to fill the needs of the current local enrollment of students in the particular college that operates the press.

Despite the simple nature of their operations and the low quality of printing they can produce, these modest university presses serve two important functions. They issue appropriate text and scholarly materials which commercial publishers usually avoid, and they produce them at costs which at least a segment of the student population can afford. Furthermore, some of the books or booklets which they publish in mimeographed form and distribute to other colleges later draw the attention of commercial publishers who contract to print them in a more suitable form.

In other words, the university press, with its mimeograph equipment, can establish a college market for a book which a commercial publisher may then take over without having to risk an unsure investment on an unknown title.

> The Directorate General of Higher Education, leading institutions of higher education and IKAPI should cooperate in encouraging the establishment and expansion of university press facilities.
>
> For the immediate future the most practical form of printing equipment for most university or institute presses apparently will be mimeograph and other simple duplicators.
>
> Within a few years, as economic conditions and the supply of trained compositors and pressmen improve, it may prove feasible in a few large cities that contain a number of sizable higher education institutions to establish more ambitious offset or letter-press plants whose services could be shared by the several nearby institutions. If these presses are to issue books and booklets at prices students can afford, some form of subsidy for printing paper probably will be needed, at least during the next few years. In view of current economic conditions, it appears likely that donations of printing equipment and supplies (mimeograph stencils, paper, spare parts) will need to be sought from one of the U.N. development agencies, foreign governments and/or foreign foundations.

Materials for Research Programs

Indonesian universities, institutes and academies not only have instructional responsibilities but also a commission to pursue research. To fulfill their research role adequately, they need to receive publications reporting the work of investigators in other countries and in other institutions within Indonesia as well as to publish the results of their own work so that it might be used by other researchers, instructors and students. In 1967 all Indonesian higher education institutions suffered serious inadequacies in both of these areas. The nature of the difficulties can be inferred from the earlier discussion of shortcomings in the book importation and book publishing programs. Lack of foreign exchange currencies for purchase of books and scholarly journals during the 1963-67 period prevented even the nation's best-supplied faculties from acquiring from abroad publications that researchers and instructors needed to stay abreast of developments in their fields.

Not only did the importation of scholarly materials diminish and in many instances stop, but the publication program which had been growing within the nation's scholarly community during the latter 1950's and early 1960's suffered a similar fate. During this period a variety of the leading Indonesian institutions had been publishing journals and occasional monographs. The Council for Sciences of Indonesia (*Madjelis Ilmu Pengetahuan Indonesia*--MIPI) had issued a research journal, *Medan Ilmu Pengetahuan*; a periodical containing abstracts in English of scientific studies conducted in Indonesia, "Indonesian Abstracts"; and a bulletin containing Council news, scientific surveys, titles of doctoral dissertations from Indonesian institutions, and bibliographies of studies in various disciplines, *Berita MIPI*.

However, by the mid-1960's these periodicals had either ceased publication or at best appeared on only rare, irregular occasions, in some cases mimeographed on a poor grade of paper rather than printed in their traditional high-quality format. Such deterioration in scholarly publication meant that most research being conducted in Indonesia was not available to readers either within the country or overseas. Furthermore, foreign universities and societies which had exchanged journals with Indonesian institutions dropped Indonesian libraries from their list of recipients, since Indonesian journals no longer arrived regularly.

During the late 1950's and through the mid-1960's, as the graduate student enrollments mounted, the numbers of master's degree theses written in Indonesian universities and institutes grew into the thousands. However, there was no way for students or professors in one institution to learn what topics had been studied in schools other than their own. In the field of professional education, the Educational Research Bureau at the teacher education institute in Bandung tried to remedy this lack by publishing in the back of its occasional research bulletin, Kalawarta L.P.P., a list of master's degree thesis titles from that school. In early 1965 the same institution planned a thesis abstracts bulletin, Ringkasan Thesis Pendidikan, which would publish in mimeographed form abstracts of studies written in all of the nation's teacher education institutes. However, as the first issue was being readied for the press, the foreign aid project (State University of New York and The Ford Foundation) which supported the effort left the country because of difficulties on the political front. Thus the venture was never launched.

> The Directorate General of Higher Education in cooperation with individual institutions of higher learning should encourage the publication of periodic thesis abstracts bulletins which provide synopses of theses which have been written in the various institutions of higher education. At the present time there are hundreds of theses which have been produced by graduate students, but the staff and students of one institution have no way of learning what theses have been written in other institutions. If the 1965 thesis abstracts publication specifically for teachers colleges could be revived and the bulletins distributed to libraries throughout the nation, interlibrary loans of theses might be arranged to effect better use of these original research documents throughout the nation.

In the spring of 1967 Indonesian higher education officials emphasized the critical need for resuming the importation of foreign books and journals in all academic fields, for resuming and expanding the publication of Indonesian research reports, and for reviving the publication of abstracts of research reports, dissertations and master's degree theses.

ACADEMIC LIBRARIES

Two divisions under the Directorate General of Higher Education, Ministry of Education and Culture, attempt to serve the libraries in the secular colleges and universities. One performs advisory and bibliographic services and is the liaison office between the Directorate and the libraries. The other division is concerned chiefly with equipment and the importing of books and journals for the universities. There has been little activity in the latter division since 1964 due to budgetary restrictions. The liaison office has likewise been relatively inactive due to shortage of funds and difficulty of communications within the country.

Library resources of the state institutions* are meager, by most standards. Utility of existing resources is further vitiated because the collections are fragmented into libraries serving the separate faculties that make up the universities. For example, the University of Indonesia in Djakarta has no general library. Its book collections are in 11 libraries serving the 8 faculties that constitute the university. There is no university librarian, no union catalog listing the holdings of all the libraries, and little or no coordination between the librarians of the faculty libraries. This situation exists to a lesser degree in many of the universities.

Twenty-four of the universities reported, in response to a questionnaire by the Ministry of Higher Education in 1964, that central libraries existed on the campus, but only two reported book stock of the central library. Gadjah Mada reported 25,000 titles in the central collection; Udayana University (Denpasar) reported 2,044 volumes as of February 1967 in its central collection. The Institute of Technology and the Institute for Teacher Training, both at Bandung, maintain union catalogs.

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*We have noted elsewhere that 25 provincial universities, 3 technical institutes, 6 teacher training colleges (with 15 branches), under the Ministry of Education, and 8 Muslim universities (with 43 branches), under the Ministry of Religion, comprise the nationally supported system of higher education.

The lack of intra-university coordination of library services has been a complaint of long standing among professional librarians in Indonesia. The first conference of the Indonesian Library Association held in Djakarta in 1954 recommended that the Universities of Indonesia and Gadjah Mada appoint directors of libraries for the coordination of libraries within each university. During 1961 a committee of librarians worked on preparation of standards for university libraries. One of its recommendations called for a director of libraries in each university responsible to the rector of the university. Acting on the recommendations of this committee, the Ministry of Higher Education in 1962 issued Ministerial Instruction No. 9 requiring each university to recommend to the Minister a candidate with not less than an A.M. degree for approval as director of libraries. There has been no response to this decree.

The librarian of the central library at Gadjah Mada does attempt some coordinating functions at that institution with the aid of a university library committee but administrative centralization has not been achieved. The librarian at Udayana University, Denpasar, is regarded as university librarian and attempts to coordinate the central library activities with those of the faculty libraries. The Teachers College in Bandung has a central library and maintains a union catalog for all books of the college. But the librarian of the central library has little if any jurisdiction over the faculty libraries.

The newly established universities have followed the same tradition of faculty-by-faculty library development, establishing autonomous faculty libraries without central coordination. It is doubtful that administrative centralization in the American sense can ever be achieved. The rectors of the universities do not appear to be concerned about fragmented book collections. As matters of economy and academic utility, they should insist on centralization in acquisitions and processing and uniformity in servicing of collections, and total library holdings of each university should be represented in a union catalog.

Service of Collection

Information on use of the collections and access to books is fragmentary. No uniform regulations exist from university to university or from library to library within a university. A survey of 10 state universities by the Library Section of the Department of Education in 1960 revealed that, of 53 autonomous faculty libraries reporting, eight allowed students access to books, and 15 allowed books to be borrowed. In general, circulating books are lent for two weeks. Teachers' book needs receive priority over those of students. Very few libraries have adequate seating and reading facilities.

In theory a student from one faculty may use the library of another faculty. If he wishes to withdraw a book, however, he must have a letter from his faculty member stating that it is necessary. Faculty libraries give priority to their own students.

Student use of library books, except textbooks, is low. Many professors do not require collateral reading as a part of course work (see the first part of this chapter). Furthermore, many students work to support their studies and have no time to use the library. Some institutions require students to present a letter from a librarian before final examination and prior to graduation stating that the student has spent some time in the library.

Book Stock

Examination of the shelves in university libraries reveals collections heavily loaded with texts, frequently outdated and of slight usefulness to present academic programs. It has been Government policy to provide multiple copies of texts to libraries on the assumption that students themselves could not afford to buy books, but the budgetary limitations and currency and import restrictions during the past few years, and the lack of basic bibliographic tools have made it impossible for university libraries to build adequate collections. The few institutions which have had the benefit of contracts with U.S. universities and have substantial collections represent a small minority.

Statistics on the total book stock of the institutions of higher education are not available. The largest collections are at the universities of Gadjah Mada and Indonesia and the Institute of Technology at Bandung. Seven libraries at the University of Indonesia reported a total of 72,000 titles and 857 current periodicals. Twelve libraries at Gadjah Mada reported a total of 101,591 titles and 1,188 current serials. The central library of the Institute of Technology reported 200,000 titles and 100 current periodicals.

The newly established universities have collections so meager that one wonders how education of high quality can take place. For example, the University of Sam Ratulangi, Menado, founded in 1959, has nine faculties. The total book stock for the nine faculties was reported as 9,000 volumes. Of this total, 4,000 volumes are in the medical library. The University of Diponegoro, Semarang, founded in 1961, reported 710 titles for the faculty of law, 450 titles for the faculty of economics and 168 titles for the faculty of medicine. The Udayana University reported 2,044 volumes in the central library as of February 1967; the faculty of letters library contained 7,000 volumes; the faculty of medicine library had 600 titles, totaling 2,000-3,000 volumes; the College of Veterinary Medicine had about 800 volumes for 120 students; and the law library had 100 volumes for 350 students. Other examples, quite similar, could be given to demonstrate the poverty of university library resources.

Minimum level book collections for all the institutions of higher learning are needed. Present economic conditions in the Republic of Indonesia make it appear unlikely that great sums of money will be spent on book acquisitions by the Government.

The AID fiscal 1967 impact book program for Indonesia includes the provision of a textbook and reference book lending library for the University of North Central Sulawesi at Menado. The project was requested by the Ministry of Education to fulfill a project agreement initially signed in 1963. The donated library will include about 2,500 textbooks in the fields of animal husbandry, veterinary medicine and agricultural techniques. Titles and numbers of copies per title will be specified by the University.

> The Menado lending library is a variation of a remarkably successful concept developed for two medical schools in Cebu, the Philippines. In the Cebu and most other such projects, the books are rented and/or purchased by the students under a special, low-cost installment plan. Although textbook and reference book collections are, as we have seen, greatly needed in Indonesia, student inability to afford even the minimal Cebu-type textbook rental/purchase terms will for the indefinite future continue to restrict the program to donated book collections which are lent to the students.

To help improve the book stock of Indonesia's academic libraries, we recommend that USIS expand its present donated book program, and further that foreign private foundations be encouraged to place Indonesia high on their priority lists for higher education library books in selected subject fields where needs are urgent and AID, USIS and Peace Corps grants do not cover the specialized areas.

A most urgent need in most of the libraries is for basic bibliographic tools such as "Cumulative Book Index," "Books in Print," "Sears List of Subject Headings," Dewey's "Decimal Classification," "Ulrich's Periodicals Directory" and "Checklist of Serials in Indonesian Libraries."

Library Personnel

It was reported to the University Libraries Section in the Ministry of Higher Education that in 1964 there were only 31 trained librarians in all the institutions of higher learning who had received training in Djakarta or abroad. These 31 professionals were distributed in 12 universities. The University of Indonesia has seven trained librarians employed in the faculty libraries; Gadjah Mada has four; the Institute of Technology at Bandung has three; the teacher training institute at Bogor has three; and the University of Padjadjaran at Bandung has two.

The available trained personnel may not be utilized to the fullest advantage. Some of the librarians are occupying relatively minor positions. The need is so great that all available personnel should be used efficiently.

The libraries of the Muslim universities are under the supervision of the Division of Higher Education, Ministry of Religion. No statistics on book stock of the eight Muslim universities and 43 branches exist. It was estimated that there were not more than 500 to 1,000 titles in each institution. A book budget of 250,000 _rupiah_ ($2,100) for all these universities is available for the fiscal year 1967. None of these universities has trained librarians.

There is need for direct communication between the university librarians and the head of the Library Department, Directorate General of Higher Education, Ministry of Education. This may best be accomplished at a week-long library seminar in Djakarta. Such a seminar would do much to encourage a professional attitude, build staff morale and lead to exchange of information.

Another need is for trained personnel in every institution of higher learning. A minimum immediate goal should be one trained librarian in each university. Training abroad at the graduate level is recommended for those Indonesians who have working experience in a library and have at least the _sardjana muda_ (bachelor's degree).

CHAPTER 4

MATERIALS FOR LITERACY, AGRICULTURE, AND THE PROFESSIONS

Chapters 2 and 3 covered books in the formal educational system. This chapter briefly discusses instructional and reference materials in other developmental markets.

BOOKS FOR NEOLITERATES AND ADULT EDUCATION

The dimension of the neoliterate problem in Indonesia is dramatized by the fast-dropping enrollment figures as the educational ladder is ascended:*

Elementary school, Grade 1	3,393,000 students
Elementary school, Grade 6	2,108,000 students
Junior High school, Grade 7	406,000 students
Senior High school, Grade 10	210,000 students
Senior High school, Grade 12	138,000 students

A large percent--perhaps as much as 80%--of the high school age population of the country is not registered in an educational institution.

Some school dropouts pursue adult education courses under the Division of Courses. Since their goal is to improve their skills as a means of job improvement, or to acquire new skills that will qualify them for better jobs, they are highly motivated. For these students and their teachers, little in the way of instructional materials appears to be available. Syllabi and textbooks for courses in business education, office training, secretarial training, letter writing, and typing are badly needed. For adult education courses in trades, requirements include books on auto mechanics, building construction, radio repair, electricity, machine shop, and refrigerator repair.

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*These figures, which include both secular and religious school enrollment, are projections of detailed breakdowns in Appendix C, "Education in Indonesia."

A program to produce some of these books locally was begun in the early 1960's, and several works of a projected 100-booklet series were produced by Balai Pustaka with USAID help, before the Mission left Indonesia in 1965. One such title--a 44-page translation, "Accu Mobil"--covered plant requirements for manufacture of automobile batteries.

> Although textbooks in Bahasa Indonesia are the prime need for the immediate future, U.S. textbooks in these subjects can be of invaluable help to teachers and the Inspectorate of the Division of Courses as samples for reference and resource use. We suggest help along these lines by a foreign assistance agency. We refer not to massive textbook depository libraries of these books, but rather modest resource collections.

The Community Education Directorate under the Ministry of Education is charged with carrying out the anti-illiteracy campaign and providing villagers with pertinent, simple reading materials. The community education program started during the Indonesian revolution in 1946 or 1947. Its emphasis for the first decade was on raising the literacy level of people over 13 years of age. The percent of literates over this age in 1950 was perhaps 10%-15%. During the following years, this was regularly raised until in 1960 President Sukarno ordered the nation to be free from illiteracy within four years. In 1964, Indonesia was declared 100% literate (except for West Irian) for everyone between the ages 13 and 45. Impartial observers estimate that by the end of 1966, about 65% or 75% of the population over age 10 were literate.

From the beginning of its work, the Community Education Directorate produced small booklets, 12 pages long, which taught in either Bahasa Indonesia or local dialect a phonetic scheme for reading. These basic texts were given to the villagers in the literacy work. From 1949 onward, the Directorate also endeavored to develop People's Libraries (Perpustakaan Rakjat) so that the villagers could progress beyond bare literacy and not lose their ability to read.

To help stock the libraries, the Directorate during 1962 and 1963 began a writing project, with the cooperation of UNESCO. First it conducted a study of the reading interests of villagers; then it held a seminar on methods of writing booklets to teach mass-education goals. Twenty of the seminar delegates produced 58 manuscripts for 24-48 page booklets, but none of these have been produced because there has been no money available for the publishing efforts. During 1964 and 1965, an additional 96 manuscripts for booklets and folders were written.

The problem at the time of our survey can be summarized briefly: an estimated 25,000,000 people who are relative neoliterates need material but do not have any; the potential readers generally are too poor to buy reading matter, even if it were available; the shortage of paper and the lack of funds have prevented the Directorate from printing any new manuscripts or from continuing the publication of small periodicals which they had launched earlier.

The Directorate has bought some books for the People's Libraries to encourage people to contribute volumes to them. The purchasing program has been going on since 1949, but has diminished in size during recent years.*

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*The section on public libraries in the following chapter covers the current status and program of these libraries in some detail.

The Directorate needs typewriters, paper and simple printing equipment to publish the almost 160 manuscripts that have been prepared under its auspices. Books for the neoliterate are of great interest to the U.N. development agencies. Both UNESCO and UNICEF recently have resumed their programs in Indonesia, although in a modest way. Thus, it might be appropriate for the Government of Indonesia to request assistance in this area--especially under the provisions of UNESCO's new Asian reading materials program.

INSTRUCTIONAL MATERIALS FOR AGRICULTURE

The instructional materials activities of the Ministry of Agriculture are decentralized, with separate publication and circulation responsibilities scattered among various offices, and information facilities spread among various institutions.

The Ministry of Agriculture formerly had two budgets for instructional materials--approximately 3,000,000 rupiah ($25,000) for printing and about $15,000 annually for foreign agricultural journals. Three years ago, the funds for the latter were eliminated, and the Ministry is now in dire need of back numbers of the foreign journals. Pamphlets are issued by the Ministry's extension service, which has issued "popular publications," designed for use of the extension worker as he assists and counsels farmers. Various discussions that members of the survey team held with those who were acquainted with the situation revealed that the extension service publications program has come to a virtual standstill for lack of funds.

A program analysis now being provided to the Ministry of Agriculture by a U.S. Department of Agriculture (USDA) overseas agency might prove a viable base from which to resume the extension service instructional materials program. Subscriptions to the normally free-of-charge USDA farm extension pamphlets and similar output of U.S. land grant colleges might be of aid to the Ministry (and to the IPB--see below), both for the information they contain, and as guides for the production of simple pamphlets that can be understood by newly--and barely--literate farmers. Resumption of the extension service publications program deserves priority support from the Government of Indonesia.

The more scientific and higher level publications in agriculture are generally produced by Institut Pertanian Bogor--IPB, the Bogor Agricultural Institute.* At present, the IPB is cooperating with the Ministry of Agriculture in carrying out pilot projects on rabbit breeding, poultry care, and the like, with farmers in several sections of Indonesia. IPB has produced by mimeograph some guide books and manuals for farmers, but only in limited quantities of 200 or so. The paper needed to produce more copies simply has not been available to the institute. Thus, as an emergency measure, it needs commodity support from foreign donor agencies.

BOOKS IN LEARNING ENRICHMENT

It is apparent from our discussions elsewhere in this report (but primarily in Chapter 3) that there is a chasm in Indonesia between demand and supply, when it comes to high-level books in science and technology, in medicine, and in other complex professional areas that are filled in most countries throughout the world by standard editions published in the U.S. The cost of such works is so far beyond the purchasing power of most end-users that the books are simply out of reach.

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*For further details of the IPB's publication efforts, see the section on "University Presses" in Chapter 3.

There is thus a great need in Indonesia for inexpensive editions of key, specialized, high-level U.S. books in science and technology, education, agriculture, economics, and in other development-related areas...books that can be used for individual reference purposes by professionals, researchers, administrators, industrial managers, and by professors--as well as textbooks by students. Imported books of this type are often unavailable in Asian editions, for their current market is limited--both because of the narrow (yet important) area of their specialization, and their high imported prices.

If a core collection of these key books could become available in very low-cost English language editions, they would be of significant assistance to many Indonesian scientists and professionals, as well as to their counterparts throughout East Asia. The books should be printed centrally for multicountry use, and marketed commercially in quantities, and with a subsidy that would permit their availability for local currency purchase at a price equivalent to $1.00 or $1.50.

Recognized, authoritative works would be selected for the project; fields to be covered might include:

- Basic and applied science
- Agricultural and natural resources management
- Economic development
- Business management
- Public administration
- Engineering
- Physics
- Chemistry
- Public health
- Education
- Mathematics

We recommend that AID/Washington's Far East Regional Development Division sponsor this project; it best can be handled through regional funding and a regional program to identify the most needed titles and the estimated market. For some of the titles, however, Indonesia alone might provide a sufficiently large market to warrant foreign agency--and/or foreign private foundation--subsidy of privately published low-cost editions to be sold and distributed through Indonesia's commercial book channels.

While the project would not, by itself, come close to solving the high-level imported book problem for Indonesia, it would alleviate it in important core areas.

To fill at least a respectable number of the most immediate needs (for already published U.S. titles) among professional, business and Government circles for reference books, the MIPI Documentation Center (see Chapter 5) might be supported and expanded to function as an effective Indonesian organization for handling this sort of program.

CHAPTER 5

LIBRARIES AND LIBRARY DEVELOPMENT

AN OVERVIEW OF LIBRARIANSHIP

In configuration, the library system of Indonesia consists of school libraries (covered in Chapter 2), academic libraries (covered in Chapter 3), public libraries and special libraries. Public libraries are of three varieties: People's Libraries, libraries operated by the Ministry of Information, and State Libraries. Special libraries serve Government ministries and a multiplicity of Government-sponsored research institutes and agencies.

In all, there are not more than 3,000 organized and semi-organized libraries offering service at variable levels to the 110 million people spread over the far-flung island republic.

Statistical data on the libraries of Indonesia are fragmentary, but it has been estimated that there are not more than 5,000,000 books under bibliographic or rudimentary custodial control in all the nation's libraries. The national book stock is preponderantly concentrated on Java in the four metropolitan areas of Djakarta, Bogor, Bandung and Jogjakarta. The education and research institutes in these cities--the first to have been established--have received more attention than others from the central Government as well as more assistance from foreign aid programs.

The national book stock is useful educationally to a minimal degree only. Much of it consists of outdated multiple copies of school texts, booklets and pamphlets used in the Government's campaign against illiteracy, gift books (many of dubious utility) from foreign agencies and locally produced books, many of which are transitory in content. There are no great research collections corresponding to those found in Europe or America. (There are, however, a few libraries such as the Museum Library in Djakarta, the Bibliotheca Bogoriensis, and the library of the Institute of Technology at Bandung, that contain extensive collections of great usefulness and historical importance--the nucleus for significant national collections of the future.) National, economic and educational progress is impaired by the shortage of useful, current book and journal stock.

Only a thin trickle of foreign books and journals vital to education and research have been imported since 1964 (see Chapter 3). Those libraries that have continued to receive foreign publications have received them on a unilateral exchange program or have been in a strategic position to exert pressure on the Government for foreign exchange for imports.

A fairly conservative estimate places the total number of trained (degree holding) librarians in the nation at not more than 200. Of this number, 104 were trained at the Library School in Djakarta, and the remainder abroad. Based on existing library facilities and what surely will be rapid library development in the immediate future, the nation will need at least 100 trained librarians per year for the next ten years.

Librarians in Indonesia are imbued with a truly professional spirit although they labor under a triple handicap of space shortage, lack of sufficiently trained staff and severe budget restrictions. Their economic status is similar to that of other civil servants within the Government pay and classification plan. Librarians with the A.B. degree are in the "E" category and receive an average monthly salary of 450 rupiah (less than $4) plus a free monthly allocation of 8 kilograms of rice and one-half kilogram of sugar for the employee and immediate dependents. Librarians with an M.A. are in "F" category and receive an average monthly salary of 550 rupiah (less than $5). Depending on circumstances, availability and civil service status, free housing may be provided by the Government. (The Government announced a 50% salary increase for civil servants, during the stay of the book survey team.)

The low salaries combined with the rapid inflation of the last decade force most libraries to seek additional employment within or outside the civil service. (There appears to be no limit on the number of salaries one may receive from the civil service for additional services.) Some teach part-time, others work for booksellers, publishers, act as translators or give private tutoring in Indonesian for foreigners.

The percentage of educational or national budgets available for libraries is unavailable. Only about 4.4% of the total national budget is devoted to education. (See Appendix C.) Only a very small percentage of that is available for library development. Indonesia has the basic skills and experience for a vastly improved national library system. For the immediate future, however, it needs assistance from all book-oriented agencies in the free world.

This chapter covers the general subject of library development and support, and assesses the libraries outside the Indonesia school system. It discusses in order: (a) the Bureau of Libraries and Book Development, (b) public libraries, (c) special libraries and documentation centers, (d) the National Bibliographic Center, (e) the Indonesian Library Association, and (f) library education. It concludes with (g) a proposal for a comprehensive library survey as a first priority follow-up step to the book survey.

BUREAU OF LIBRARIES AND BOOK DEVELOPMENT

Potentially, the one agency in Indonesia that may have the greatest impact on library development is the Bureau of Libraries and Book Development (*Biro Perpustakaan dan Pembinaan Buku*). The Bureau was created by decree on February 10, 1967, by the Minister of Education and Culture. This decree dissolved the Old Bureau of Libraries (*Biro Perpustakaan*) established in 1954 within the Ministry of Education.

The new Bureau has been given a greatly increased scope of activity. Specifically, it now has the responsibility of approving textbooks and textbooks manuscripts for elementary and secondary schools. It is also authorized to improve and control the quality of material published for the general public (censorship). In theory--but in some instances not yet in practice--the authority for book and journal importation for all educational institutions, the administration and policy standards for school libraries, State Libraries, the National Bibliographic Center and the operation of the Library of Political and Social History all come under Bureau jurisdiction.

Since the Bureau is of such recent origin, conclusive plans and a clear understanding of ultimate jurisdiction over library development have not fully materialized. A headquarters staff of 135 people is contemplated when they can be recruited and office space is available. At the present time five employees of the Bureau have library degrees.

The Bureau is also the headquarters for the national library movement. A national library has been contemplated and urged in Indonesia since the Republic was founded. Item AA4 of the National Overall Development Plan, 1961-1969, included 453,000,000 rupiah for a national library of eleven floors with a storage capacity of 4,000,000 volumes. A plot of ground has been designated as the site, and sketches for the proposed building have been drawn. Present economic conditions seem to preclude further planning for a national library for an indefinite period.

Other directorates within the Ministry of Education and Culture have responsibility for library development: higher Education for university libraries, Community Development for People's (public) Libraries, and Culture for museum libraries. The responsibility of the Bureau of Libraries for development of these libraries has not been clarified.

The new Bureau represents a tentative first step toward the establishment of a national body concerned with the more complete utilization of Indonesia's reservoir of knowledge. It would seem logical and lead to efficiency and economy of operations if all library programs now under the Minister of Education were consolidated in the Bureau of Libraries and Book Development, and we strongly recommend this step.

The Bureau needs immediate assistance if it is to have maximum impact on national library development. Needed are (1) a long-term library advisor with broad administrative experience in libraries; (2) the purchase of basic bibliographic tools for the book and journal import section of the Bureau; (3) scholarships to send headquarters staff abroad for graduate training in library schools.

PUBLIC LIBRARIES

People's Libraries (Perpustakaan Rakjat)

Public libraries at three intellectual levels are operated and financed by the Director of Community Development, Directorate General of Basic Education, Ministry of Education. This library program, called the People's Library Program, was started in 1949 to combat illiteracy and to furnish the newly literate masses with instructional reading on home economics, child care, etc., and to provide recreational reading material. Later, the book stock of these libraries was raised an intellectual grade so that people would not lose their initial ability to read because of a lack of more stimulating material.

The Director of Community Development reported the following number of libraries at the end of the year 1966:

Libraries at A-level, in townships	1459
Libraries at B-level, in county seats	225
Libraries at C-level, in provincial centers	20

The total book stock in libraries of all levels was reported as 1,086,321 volumes. The concentration of books and libraries is directly related to population density. For example, only 5,666 volumes were reported for the province of Djambi (Sumatra) while 255,209 volumes were reported for the province of Central Java.

Books in the A-level libraries are printed in local dialects and in Indonesian. The material is at the fifth or sixth grade reading level. The B- and C-level libraries contain books in the regional dialect, in Bahasa Indonesia and also in English and Dutch. Books in the latter language date from libraries of Dutch colonial days. The book stock in the C-level libraries is at the reading level of a senior high school student. Books in the B-level libraries are at the junior high reading level. The books are usually purchased centrally in Djakarta, catalogued and sent to the various libraries. In some provinces books are purchased locally.

A card catalog of the collections is maintained in the B- and C-level libraries but not in the A-level libraries. All books, except those contained in the reference collection, circulate for a short period. The libraries are open only in the afternoon in most villages.

The central office for People's Libraries in Djakarta has a staff of 40 people. In the field, the compensated staff numbers 871 people. The work in the village libraries, A-level, is performed by volunteer workers who have been trained by Community Development field staff. (The central office is now encouraging the formation of book clubs in the provinces. Members would pay a small fee which would be used to purchase books for the local library.) Each province has its own library inspector who is supervised from Djakarta.

About 50 new titles, in multiple copies, were purchased and sent by the Ministry of Education each year prior to 1965. A reported amount of 1,800 different titles has been purchased in multiple copies since the program started. In the 1950's when money was more readily available for the Ministry, as many as 5,000 copies were purchased of a title. In the 1960's, the number has more often been around 300 copies.

The number of People's Libraries at all three levels has decreased during the last five years, reflecting budgetary restrictions placed on the Community Development by the Ministry. Since 1965, no books have been purchased for these libraries from Djakarta. There is no book budget as yet for fiscal year 1967.

The purchase for free distribution of locally available books suitable for the People's Libraries from publishers and/or bookstores would provide badly needed reading material to villagers, and would also assist the inflation-racked book industry. Franklin Book Programs/Indonesia has suggested that, as an emergency measure, 40,000 such volumes be bought by a foreign agency for this purpose.

Ministry of Information Libraries

The Documentation and Historical Bureau, and the Office of Domestic Information of the Ministry of Information (Perpustakaan Djawatan Penerangan Daerah) maintain reading rooms in each regency attached to the provincial office of the Ministry. At the end of 1966, these reading rooms numbered 268 with a book stock of 3,000-4,000 volumes in each center. The program was started in 1952 to combat illiteracy, to inform the masses on Government affairs and to instruct them in "self-help" projects.

The book stock in the reading rooms is at the junior high reading level and consists of books purchased from the book trade and material printed by the Ministry of Information. Books are printed in dialects, Bahasa Indonesia and English. During 1966 about 30 to 40 new titles were purchased from trade sources and sent to these libraries at a cost of approximately 3,000,000 rupiah ($25,000). No funds are yet available for book purchases for fiscal 1967.

There are no trained librarians in charge of these libraries. Supervision is given by employees of the Ministry of Information.

State Libraries

There are at present 19 State Libraries (Perpustakaan Negara). Five of these are located on Java, five on Sumatra, three on Kalimantan, three on the Lesser Sunda Islands, two on the Sulawesi and one on the Maluku. The oldest of these libraries, at Jogjakarta, was established in 1948, the youngest at Samarinda (Kalimantan) in 1964. There are no current reports on the total book stock of the State Libraries. The largest collection is at Jogjakarta, which reported a collection of 75,000 volumes in 1966. The library at Pakan Baru (Sumatra) reported only 1,180 volumes as its total book stock. Five of the head librarians in the State Libraries have no library school training. One was trained in the U. S., the others were trained in the library school at Djakarta.

A decree of the Minister of Education, dated May 23, 1956, set forth the functions of the State Libraries: they were to serve the community as public libraries and act as reference libraries to Government officials in the provinces. As public libraries they were to assist in the development of the People's Libraries (Perpustakaan Rakjat), school and university libraries, conduct in-service courses for junior library clerks, provide traveling libraries and serve as provincial bibliographic centers. To assist Government officials in the provinces, the State Libraries were to serve as depositories for all Government publications, both provincial and national. This latter function has not been performed with any degree of success.

The State Libraries are administered by the Division of School and Public Libraries, a division of the Bureau for Libraries and Book Development, Ministry of Education and Culture. Book funds and operating budget are provided by Djakarta. Purchases are also centralized in the capital but some funds are expended in the provinces for locally produced materials.

Except for an infrequent visit to Djakarta, there is little contact between the State librarians and the Division of Schools and Public Libraries. A conference was held in 1961 in the capital for administrators who at that time commented on the lack of supervision and communication and asked for clarification in relationship of the State Libraries and the People's Libraries since both were public libraries under the Minister of Education (the People's Libraries are presently under the Directorate General of Basic Education).

Thus it may be noted there exists a nationwide public library system administered in separate components by the Bureau of Libraries and Book Development, the Directorate General of Community Development (both under the Department of Education and Culture) and the Department of Information. There is little coordination of activities at the national level and none at the provincial level. This tripartite public library system represents duplication of effort and operating cost.

It is recommended that the administrative responsibility for all public library service be placed under the Bureau of Libraries and Book Development. The Minister of Education and the Minister of Information should explore methods of consolidating the services of the People's Libraries and the Department of Information reading rooms into single service units where they exist in the same village, town or city. Every State Library should have a professional librarian with an A.M. degree as head.

SPECIAL LIBRARIES AND DOCUMENTATION CENTERS

It is impossible to determine the number of special libraries in Indonesia because library terminology sometimes lacks the minute exactness applicable in a given situation. The Indonesian National Scientific Documentation Center published a "Directory of Special Libraries in Indonesia" (1967) naming and listing the book and journal resources of 103 libraries. Many of the libraries included in this census were faculty libraries of the universities and probably should not be listed as special libraries because of the general nature of their collections. The most important of the country's special libraries serve ministries, universities and Government-sponsored research institutes.

These libraries are hampered in their development by common problems of inadequate space, shortage of trained personnel, budget restrictions and a lack of overall coordination and exchange of information. In spite of these disadvantages it is safe to assume that the special libraries of Indonesia provide at least 20% more book use than do the other type libraries in the country. (Statistics on book use are not centrally available.)

Some of the Indonesian special libraries have a distinguished history that predates the country's independence. The Bibliotheca Bogoriensis began in 1841 as a library for the Botanical Gardens in Bogor. This library recently reported 250,000 books and 5,000 periodical titles relating largely to the biological and agricultural sciences. The library serves more than 20 research institutes located in West Java. The Museum Library in Djakarta was founded in 1778. It contains the country's largest collection of art, literature, ancient manuscripts and retrospective newspaper files. Holdings of books, journals and bound newspapers were reported as 200,000 volumes in 1967.

Special libraries in Indonesia sometimes unnecessarily duplicate functions and collections because of inadequate communications. The one agency that strives unofficially to coordinate special libraries, and is itself a special library, is the Indonesian National Scientific Documentation Center (PDIN--Pusat Dokumentasi Ilmiah Nasional).

The Documentation Center was established in March 1956 as one of ten research institutes created by the Council for Sciences of Indonesia (MIPI--Madjelis Ilmu Pengetahuan Indonesia) to provide scientific and technical information in support of research in the physical, biological and social sciences. The services performed by the Center consist of indexing, abstracting, compiling of special bibliographies and directories and photocopying. It publishes at periodic intervals the "Index of Indonesian Learned Periodicals and Indonesian Abstracts." Special publications such as "Selected List of Research Projects 1945-1965" (1966) and "Directory of Special Libraries in Indonesia" (1967) are issued irregularly.

The Documentation Center was created primarily to serve the research centers organized by the Council for Sciences, but since inception has performed as a national center for scientific and technical information serving the entire research community in the Republic of Indonesia. The Center maintains a reference library of over 8,000 volumes, receives regularly 118 journals and acts as the central purchasing agent for the 32 research institutes under the Central Book Activity (AID)/National Academy of Sciences book program.

Under this continuing project, the subsidy of books in the physical and social sciences, engineering, technology, and in the professions (including library and selected reference materials) will be provided through the Documentation Center with Fiscal Year 1967 support from AID. A total of 4,000 volumes will be purchased (one copy per title)--the estimated number required to keep the Indonesian scientific community up-to-date on new U. S. books in their special fields. The estimated cost of the books is $60,000. Specific titles of the new books will be selected by the recipients.

The MIPI Documentation Center maintains a cross-reference control file on all books provided in the program. Titles are made available on loan to other institutions than the initial recipient.

The performance of the Documentation Center can be described as superlative. Additional service to the research community could be rendered if the stock of journals could be increased, and modern printing and copying equipment were obtained (UNESCO may provide some of the latter).

By decree of the Executive Board of the Provisional People's Consultative Council, dated February 16, 1967, MIPI and the Institute for National Research are ordered to dissolve and consolidate into the Institute for Sciences of Indonesia. This new Institute has the following functions: "(a) to be a research body carrying out research enhancing the nation's welfare particularly, and the human society generally, (b) to give guidance in the development of science and technology having its root in Indonesia, (c) to act as an advisory body to the Government in formulating a national policy of scientific research as part of the entire national policy." Article 4 of the decree further stated: "The Institute for Sciences of Indonesia...should prepare itself to be elevated in due time to an Academy of Sciences of Indonesia established by law." The Documentation Center will have an active role in the new Institute for Sciences and in the future Academy of Sciences.

The special libraries and the Documentation Center comprise an important part of the country's library system and will play vital roles in future economic, political and scientific development. Maximum effectiveness can only occur through a greater degree of coordination and communication. Legislation should be sought to make the Documentation Center the coordinating agent for all special libraries in science and technology in Indonesia. The Bureau of Libraries and Book Development should be vested with authority to coordinate all special libraries outside the fields of science and technology.

THE NATIONAL BIBLIOGRAPHIC CENTER

The National Bibliographic Center (Kantor Bibliografi Nasional) is a useful institution whose activities have been curtailed greatly by the absence of trained personnel, the political and economic crises of the last few years and the indifference of publishers toward a volunteer deposit agreement. Established in 1953, the Bibliographic Center launched a series of bibliographic projects vital to research and education in Indonesia. A few of these projects were: (1) publication of an annual national bibliography; (2) publication of a cumulative national bibliography from 1945; (3) compilation of a bibliography of foreign books about Indonesia from 1945; (4) publication of a union list of serials; (5) a union catalog of foreign books in fields of national or economic importance.

The national bibliography which began its quarterly publication as Berita Bulanan in January 1953 had its title changed to Bibliografi Nasional Indonesia in 1963. The last number issued was for January-March 1965, after which publication had to be suspended because publishers and Government agencies refused to send books voluntarily for deposit in the Bibliographic Center. Indonesia has no copyright law and therefore no depository provision. A depository act is now being requested through the Minister of Education but there is no assurance that one will be enacted.

In 1965 a two-volume work, Bibliografi Nasional Indonesia Kumulasi-1945-1963, was published. In 1962, three volumes of "Check List of Serials in Indonesian Libraries" were published. This was a preliminary list only, incomplete in many respects, but extremely useful for research. One hundred and thirty-three libraries reported serial holdings in the publications. The Bibliographic Center has hopes of publishing a definitive edition, but shortage of competent help on its staff and failure of libraries to continue reporting will delay the project for an indefinite time.

Neither Gunung Agung's quarterly publication, Berita Bibliografi nor the Library of Congress' "Accessions List: Indonesia" is a substitute for a national bibliography. An inclusive national bibliography appearing at regular intervals is of value to the publishing industry and book-using segments of the society. An enforceable depository law would make possible a "Publishers' Weekly" for Indonesia as well as a national bibliography. Publishers, librarians and the Minister of Education should join efforts in pressing for a depository act that will be enforced throughout Indonesia.

When such an act has been passed, the Bibliographic Center should seek funds for an increased staff and an up-to-date collection of bibliographic and reference books.

THE INDONESIAN LIBRARY ASSOCIATION

The Indonesian Library Association was formed in 1954 by a group largely composed of librarians who had been trained abroad. Branches were established in Djakarta, Jogjakarta, Bogor, Bandung, Medan, Padan, Surabaja and Makassar. Two national conferences were held in Djakarta--the first in 1957, with an attendance of 60 or 70, and another in 1963. The latter drew a small attendance due to difficult travel conditions.

The Association was formed to promote interest in books and libraries, bibliographic matters and documentation.

It sponsored the publication of Bibliografi Nasional Indonesia 1945-1963 (1964), the "Proposed Rules for Indonesian Author Entries" which appeared in Berita MIPI in 1964, and for a short period published a journal, Perpustakaan Arsip Dokumentasi.

Political and economic conditions of the last few years have brought the activities of the Association to a halt. No meetings of the Djakarta branch have been held since 1963. Only three members of the executive council remain active; others have resigned or moved into other professions. The remaining members of the executive council have recently formed a jajasan perpustakaan (library foundation) in an attempt to raise money to rejuvenate the Association. The effort has not been successful.

It is important for the future of the profession in Indonesia that the Library Association be reactivated. Funds should be sought to hold a national meeting to reorganize and plan a regular and long-range publication program.

LIBRARY EDUCATION

The only school in Indonesia offering training for prospective librarians is the Library School, Faculty of Letters, University of Indonesia, located in Djakarta. The school was established by the Minister of Basic Education and Culture in October 1952 as a training course for junior librarians, primarily from Government ministries. For the first few years, the school gave only a certificate to those completing the course of study. The certificate did nothing to advance the recipient in the ranks of the civil service.

In August 1961, the school was attached to the newly founded Teacher's College of the University of Indonesia and became degree granting. The first sardjana muda (B.A. equivalent) was awarded in 1962. Also in 1962, the first B.A. students from the Faculty of Education were admitted for the M.A. course in library science. In

October 1963, the Library School was attached to the Faculty of Letters, University of Indonesia.

There are at present seven full-time teachers on the faculty. Two of these have M.A. degrees from U. S. library schools; the remainder were trained abroad for short periods in the Netherlands and New Zealand and have certificates beyond the A.B. There are 22 part-time faculty members, mostly practicing librarians, who teach one or more courses in the school.

Since 1952, the Library School has granted certificates to 200 students, the *sardjana muda* to 100 and the *sardjana sastera* (M.A. equivalent) to four students. For the academic year 1966-67, there is a total of 54 students enrolled, six of these *sardjana sastera* candidates.

The school has a library of 5,000 volumes, about 500 of which relate to library science. There are about 15 library science periodicals, many of the volumes incomplete. The reference collection is substandard and many of the volumes are badly damaged from much use.

During the academic year 1966-67, students working for the *sardjana muda* were required to take the following courses of ten months' duration:

First Year

History of books and libraries	2
Introduction to reference	2
Introduction to cataloging and classification	2
Introduction to organization and administration of libraries	2
Introduction to sciences	2
Logic (Faculty of Letters)	2
English I (Faculty of Letters)	2
Indonesian	4
French I (elective, Faculty of Letters)	2
German I (elective, Faculty of Letters)	2
Field work (no credit)	

Second Year

Library service	2
Cataloging I	2
Classification I	2
Reference materials I	2
Book selection	2
Book production, publishing and printing	2
Copyright legislation	2
Introduction to the sciences II	2
History of culture (Faculty of Letters)	2
Introduction to philosophy (Faculty of Letters)	2
English II (Faculty of Letters)	2
German II (elective, Faculty of Letters)	2
French II (elective, Faculty of Letters)	2
Library practice (no credit)	

Third Year

Library service II	2
Cataloging II	2
Classification II	2
Reference materials II	2
Government documents	2
Documentation	2
Administration and organization of libraries	2
Adult education	2
Religion (Faculty of Letters)	2

Students are admitted from the senior high school or the equivalent. The present *sardjana sastera* candidates are *sardjana muda* graduates from the Library School. Under the inflexible separate faculty structure of the Indonesian universities, the Library School cannot train for the *sardjana sastera* (M.A.) degree students who have graduated from other faculties.

The Dean of the Faculty of Letters is anxious to strengthen the faculty and broaden the curriculum so that the School can continue the M.A. program. The School is presently the only one in Southeast Asia excluding the Philippines offering the M.A. program. If it could expand the full-time faculty with teachers holding advanced degrees and revise and expand the curriculum, it might become a regional training center for the area.

The School needs financial assistance to accomplish the following objectives:

- Secure fellowships to send full-time faculty abroad for the M.A. in library science.
- Seek funds for long-term consultants from the U. S. to teach and advise on curriculum revision and standards for admission.
- Seek funds to improve and expand the library science collection in the library.

In the near future the School should explore the feasibility of autonomous status as a separate faculty of the University of Indonesia. The Dean of the Faculty of Letters has expressed the desire to move the Library School to the Faculty of Letters campus. The campus is too far from the center of the city. If moved, many students who work and attend school part-time would find it impossible to commute to the Faculty of Letters campus.

PROPOSAL FOR A LIBRARY DEVELOPMENT SURVEY

As a Number One priority follow-up action to the developmental book survey, we recommend that a comprehensive, professional study and review of major Indonesian libraries be conducted by library development experts working under a Task Order to the new Office of Technical Cooperation and Research/American Library Association contract. We suggest that the libraries of approximately 50 major Indonesian institutions be analyzed (state universities, research and technical institutes, and major libraries of the professional-scientific community) with utmost dispatch to identify the realities of the situation in each of the libraries covered, and to provide a plan of action that will make the libraries more capable of discharging the responsibilities for which they were established.

The action plan developed by the CBA/ALA team should involve specific recommendations including selective purchase of books to meet existing gaps and to help update reference materials. It should also identify subscriptions to technical and professional periodicals, delineate the scope of architectural and design work needed, and outline a plan for in-country training seminars in librarianship and other pertinent subjects. The recommendations might also pinpoint a limited program for librarian training in the U. S.

The study and review appear to require a four-man team to spend two or three months in Indonesia.

CHAPTER 6

THE INDONESIAN BOOK INDUSTRY

This chapter discusses in turn the various elements of Indonesia's book industry: (1) its private publishers--their nature, practices and problems; (2) booksellers, marketing and distribution; and finally (3) the nation's printers. Indonesia's book industry is struggling under difficulties that have reduced its abilities to cope with existing developmental book needs. The chapter contains suggestions and recommendations which hopefully will help point the way for a resumption by the industry of its rightful place among the more productive elements of the economy.

PRIVATE PUBLISHING AND DISTRIBUTION

Indonesia's Publishers

Book publishing by privately owned Indonesian firms is a virtually new industry. Two dates mark the important milestones in its development: 1956, when the Government prohibited the printing of Indonesian books abroad, and the import of books in Bahasa Indonesia into the country; and 1958, when the Dutch publishing houses were taken over by the Government. The two steps provided Indonesian publishers with a market of sufficient potential size to support an indigenous industry.

As members of a youthful industry, the publishers have had to develop capability in all areas: in management, in the editorial process, in marketing and distribution, in design and production, and in the economics of publishing. Moreover, when the private publishers launched their new enterprises, they did not have the benefit of extant book lists as sources of revenue for growth (as, for example, had Pradnja Paramita, the State enterprise--see Chapter 2--which is an amalgamation of four former Dutch publishing houses). The industry has had to raise itself by its own means, with comparatively little help from a new government that was starting afresh. By the early 1960's, however, Indonesia was endowed with a good-sized private publishing industry that boasted a generally high professional standard and included many sophisticated, articulate people.

Since statistics on publishing have not been collected systematically, it is difficult to give an accurate picture of the quantitative side of the industry. In 1950 the Indonesian Publishers Association (Ikatan Penerbit Indonesia--IKAPI) had 14 members; by 1967 it had approximately 400, who reportedly comprise 90% of all private local publishing houses. Many of these produce textbooks.

It is thought that the number of private publishers has decreased because of the economic dislocations of recent years. No one can provide exact data on this, but it is known that several publishers specializing in books for higher education have ceased operation. Certainly the output of reprints and especially new editions has decreased markedly, as documented in Chapter 2's review of representative textbook publishers. Conditions have been such that it was often more profitable for publishers to sell paper they had procured than undertake the speculative task of converting the paper into finished books.

The industry includes many types of publishers: publishers of general works including translations, children's books, books for the basic schools and for higher education, and religious books. Almost 70% of the nation's title output has traditionally been schoolbooks, and these have been overwhelmingly the product of the private sector. Some publishers include books of all types on their list, while others specialize. Some also have printing plants. Publishing in Indonesia is marked by a great diversity among enterprises, and with a tendency, at least until recently, to publish many titles in many fields. Firms vary in size from a group of affiliates with several hundred employees and a book list of over 500 titles to household units with a limited list.

IKAPI, the publishers' association, has been an important unifying force in the industry, and has exercised power. Formerly, when low-priced subsidized paper was made available to member firms (see Chapter 7), it played an important role in the allocation process. IKAPI's Central Board is located in Djakarta and it has nine branches, the largest of which are Djakarta-Raya (109 members), East Java (76 members), North Sumatra (64 members) and West Java (49 members). All members are private publishers; the State publishing enterprises do not belong. In 1964, the organization formulated a code of professional ethics to which these members subscribe; it has committees that are trying to solve industry problems, such as printing capacity, capital needs, international copyright legislation, training, and the need for a national bibliography. IKAPI plans to join the International Publishers' Association.

> The Bandung branch of IKAPI conducts a library assistance project through which Bandung publishers annually provide 100 schools in the area with 450 volumes each (3 copies of 150 titles).

Another important publishing-related organization is Jajasan Dana Buku Indonesia, the Indonesian subsidiary of Franklin Book Programs, Inc. It is not a publisher; its objective in Indonesia is to help indigenous publishers find good manuscripts to publish, and then to help in their publishing and printing. It sees its role as that of a temporary professional expediter, serving Indonesia as long as its services are needed. It translates and adapts foreign works and encourages original publishing in all fields of learning.

For foreign books, Jajasan Dana Buku Indonesia secures the rights for titles of U.S. origin, and after translation places the manuscripts with Indonesian publishers to publish and distribute. The publishers pay the organization a 10% royalty based on the Indonesian list price for this service which, because it confines local publisher costs to paper and printing, makes foreign works available at normal Indonesian publishing prices. Because it has found that local distribution practices (see below) leave much to be desired, the organization operates a sales and promotion department to move the books which it has sponsored.

Jajasan Dana Buku Indonesia renders a constructive service to Indonesian readers and publishers. Since 1957, the organization has sponsored the publishing of 220 titles--well over half of them textbooks and supplementary books for the university and secondary school levels; many of the remaining works have been in the field of literature and belles-lettres. From 1957 to 1959, working with P.T. Pembangunan, it helped develop a series of low-cost paperbacks which was sold widely (in 10,000 copy editions) in racks at bookshops and other outlets.

We noted in Chapter 2 that the private publishers play a key role in the provision of books for Indonesia's school children and university students, but that this role has become increasingly passive under the pressure of deteriorating economic conditions. We also noted that their output has never satisfied needs in limited market areas such as technical and vocational education, where the economics of publishing do not permit the expenditure of heavy developmental costs.

There are many factors that hinder book publishing: the lack of paper; the high interest rates (9% per month and up) for short-term credit a publisher needs to finance the inventory he will need to fill orders before the opening of the school year;* the printing bottleneck; and finally the drying up of retail channels (discussed below).

For new editions, the present situation is extremely critical. Although titles may be so out-of-date that the information they contain is obsolete--especially in mathematics and science--inflation has prevented publishers from setting aside money to invest in new products. Inflation has also sharply reduced the sales of reprints. For example, one of the leading Djakarta publishers produced a book at a manufacturing cost of eight _rupiah_ per copy, and sold it at a 36 _rupiah_ list price; the next printing of the book (within six months) cost 25 _rupiah_ a copy and carried a list price of 100 _rupiah_; at that price, sales dwindled, for the cost of the book was no longer within the reach of most potential customers.

The selling price of books is usually set at four times manufacturing cost. Publishers' discounts to booksellers are 30%-35% to retailers and 40% to wholesalers. Royalties are usually 20% of net and 15% of the list price. Transportation allowance (10%) is deducted from discount, but often does not cover cost.

The remaining 25% or so of list price for the publishers' gross margin must cover overhead (including interest on loans), salaries, and return on investment. With paper prices high, the market uncertain and the need to pay about 60% of cost (i.e., paper and composition) in advance of a single sale--book publishing has become a highly problematical business. Under the standard costing formula, few publishers can cover expenses; yet if the markup-over-cost is increased appreciably, the books are often priced too high for sale.

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*The high cost of credit also severely restricts publishers of trade and university level books. If they are lucky enough to obtain 9% per month, one-year credit from the Indonesian State Bank, they must repay the original sum, plus 108%. Commercial banks, when they deign to lend money to publishers, may charge 20% per month (with 25% down), on the basis of collateral and/or personal guarantee.

Distribution and Booksellers

Marketing and promotion of books in Indonesia, although rudimentary in many respects, follows the normal patterns. Publishers maintain mailing lists of wholesalers, retailers and in some cases individuals and institutions, to whom are sent literature and promotional materials. Sample copies are distributed to persons who can influence sales. Traveling principals or salesmen of the larger firms call upon booksellers, and if the books are school-related, often reach teachers and administrators. Newspaper advertising is steadily used as a selling device. Some of the larger publishers mail brochures describing their new titles to potential customers and bookstores; the larger publishers issue periodic catalogs listing their publications. Selling to bookshops and libraries, however, is done mainly through salesmen's calls.

Compensation of publishers' selling staffs follows a general pattern and is high enough to keep the individuals from transferring to other occupations. In addition to salaries, most publishers (like most other employers in Indonesia) provide rice rations. Some also provide one meal each day, health insurance benefits, and transportation to and from work.

Distribution methods have retrogressed. One firm once had a "book-train" which moved from city to city on rails, displaying its contents at railroad stations throughout Java. Other publishers also used imaginative sales devices. In the current price squeeze, however, these have ceased, and many publishers seem too preoccupied (or too insecure financially) even to promote their books. The director of the Library of Congress PL480 unit in Indonesia (see Chapter 8 for details of its operation) has had to employ booksellers to search out titles for purchase.

Buses, trucks and railroads are used to distribute books in populous Java. Other islands of the archipelago are reached by sea freight, which takes as long as three months to the more remote areas. Most books, however, appear to be shipped by bulk post (often registered)--a slow but reliable means. There is practically no way to reach the small towns and villages except by mail.

There has been a sizeable shrinkage in Indonesia's network of bookstores during the past several years. Quantitative data on the decrease are not available, but the mean of a half-dozen guesses reported to the survey team puts the present number in the entire country at about 75, as opposed to 300 a decade ago.* The adverse effects of this loss upon the efficiency of the book distribution system cannot be overestimated. As the economic position of booksellers is strengthened, distribution will improve--but booksellers will need assistance of various kinds, and more "normal" conditions before they can expand.

In addition to the decrease in the production, and thus marketing, of Indonesian books, bookstores have had another once large source of sales and profit dry up--imported books. After independence, such imports rapidly gathered momentum--at first in the Dutch language from the Netherlands, and then in English from the U.S., Great Britain, and to a degree from the U.S.S.R. The Indonesian market for U.S. books grew quite large as liberal credit terms were extended to bookstores, as the academic community and libraries received mass mailings of literature and calls by book representatives, and as USAID, USIS and the private foreign foundations provided collections of textbooks and reference books.

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*In addition to the usual small bookselling operations, there are several of good size. Two of these are P.T. Gunung Agung, with six branches in Djakarta and 10 outside the city; and P.T. Pembangunan, with four bookshops in the larger cities. Both are smaller than they once were.

It has been estimated that the annual demand for U.S. books alone in Indonesia exceeded $5,000,000, and as late as 1964 the Indonesian Government authorized letters of credit for books from the U.S. for about $3,000,000. These were usually imported through bookstores. Also, prior to the depreciation of the *rupiah*, the Government assisted the students to buy U.S. books by issuing coupons which, when presented to bookstores, were worth 50% of the retail price of the volume (see Chapter 3 for further discussion of this subject).

By 1965, however, incoming book shipments had decreased sharply, and stocks in some areas became quickly depleted. Today's bookstores (like publishers) are generally selling their stocks at minimum profit. With the exception of perhaps a half-dozen firms, they are without sufficient capital to establish substantial stocks or make more than a token effort to serve the demand for books that has existed. Stock turnover for locally produced books and imports alike seldom exceeds twice a year. In the case of imported books, the buying power of the public is so low that, even by purchasing imports at the Bonus Export (B.E.) rate, booksellers can profitably market only paperbacks and Japanese reprints (see Chapter 3).

Current stocks are quite uneven, and the situation for imported books is chaotic. On one hand, books purchased from bookstores during 1965 and 1966 are showing up on the used book market at high prices. On the other hand, some bookstores hold thousands of aging imports that they can't sell at normal or even at reduced markups. One possessor of many such volumes has placed 40,000 to 45,000 imported higher education books in a lending library established on an upper floor of its main building. Students may borrow three books concurrently for a nominal fee, and may read the books on the premises without charge. In book-short Indonesia, the library is probably of great assistance to the 2,500 limited income students it serves.

Pertinent Recommendations

The publishing industry in Indonesia has been moribund for the past year. In the face of continuing and accelerating difficulties discussed in this and other chapters, it appears impossible for the book industry through its own (now almost exhausted) means to supply within the near future the developmental books that are required. There are some steps for improvement that it should take, to be sure, but the major impetus will have to come from the Government of Indonesia and interested "friends".

There are encouraging signs. The rupiah has stabilized, hopefully to stay. The Government of Indonesia and the Consortium have taken measures that testify to their dedication and realism. Though this policy signifies "tight money" for some time to come, at least the economy seems under control--and thoughts can now turn to rebuilding.

The survey team recommendations below are designed to help the Indonesian book industry produce and market more effectively--within the framework of existing economic limitations and through a realistic application of existing resources.

1. Indonesian Government officials, educators, and members of the book industry should join together to develop the outlines of a national book plan for the sound development of books and other instructional materials. The plan would take into account the roles of the private and public book industries, and the role of printed materials both within and outside the formal educational system; it might assist in the formulation of a national library development plan, of a book paper supply plan, and a plan to ensure that there is sufficient printing capacity to produce the books Indonesia needs. We suggest that a book development council be

formed to outline the aims, the shape and the content of the national book plan that will achieve the desired results, and the nature of the resources commitment that will be required of the Government, and solicited from possible donors.

> The creation of national book plans was a major topic of the UNESCO Conference on Books in Asian Development, held in Tokyo in May 1966. Preliminary steps to formulate such a plan are now under way in Korea. It is hoped that various recent studies, including this report, will be used as background material by the proposed Indonesian book development council.

2. In a first-priority step to improve local book industry capability, we recommend that a professional survey, by a management engineering firm, be made of the Indonesian private book industry (publishing, manufacturing, and distributing); of the public and State-enterprise book industry. Purpose of the survey--to establish a specific plan of action to improve management and productivity, and to eliminate and/or minimize equipment and human resource bottlenecks. Many of the difficulties of Indonesia's book industry result, as we have shown, from conditions beyond its control. We refer here to the practical assistance that outside, impartial professionals can render to Indonesia's relatively young (and in many respects relatively inexperienced) book industry--assistance in terms of systems, techniques and concepts that will improve efficiency, capitalize on current strengths, and do away with weaknesses.

> The professional study--in effect a follow-up in-depth to the development book survey--would be conducted by several specialists: an experienced publisher-marketer, a printing-production man, an economist-business specialist, and possibly an industrial engineer. They might visit for two months or so the cities and outer islands not covered by the book survey team during its short visit (as well as cover more intensively some of the the enterprises visited by the team). The professionals would develop an action program to incorporate

assistance to individual firms, changes in industry organization and structure, and workshops and seminars on business practices. The project should be foreign donor-sponsored.

3. There is need to upgrade textbook writing and editorial skills, and for training in the methodology of matching textbooks to curricula. We recommend that the Ministry of Education and/or IKAPI sponsor a series of seminars and workshops in Indonesia, conducted by educational publishing specialists from the U.S., to accomplish this task. (The textbook seminar program might be organized to combine with the series of seminars and workshops on business practices that would develop out of the book industry survey discussed above.)

4. Many of the small, undercapitalized, poorly equipped and poorly managed publishers and printers (see following section) will never be able to turn out books in the quantities and quality needed for Indonesia's students and readers. We suggest that the Government of Indonesia encourage mergers among these small, uneconomic entities through tax incentives and other advantages. Consolidations among firms would strengthen their managerial, editorial and production competence, and the resulting larger and more responsible organizations would be able to obtain bank credit more readily.

5. We support IKAPI in its effort to have established a specialized revolving fund that will enable book publishers to finance purchases of imported paper, to meet advance-payment printing costs, and permit textbook publishers to build a sufficient inventory to meet the demand at the opening of the school year. We have pointed out above that, although Indonesian publishers once sold books in quantity, the lack of operating capital under inflationary conditions has reduced significantly their ability to produce needed books. The fund is an urgent prerequisite for a return to "normal" operation.

We suggest that, when the fund is established, it should be invested at interest, and further, that publishers not borrow from the fund, but rather use fund resources as security--thus qualifying for lower interest rates. The combination of a change from unsecured to secured loans and the interest-bearing nature of the fund itself would substantially reduce the effective rate of borrowed capital. A publisher's fund without Government aid may be more flexible insofar as publishers are concerned, but Government participation is indicated if publisher activities financed through such an agency are restricted to schoolbooks of high priority.

The impact of a relatively small fund can be greatly augmented if it is used in concert with textbook subsidies (i.e., the paper subsidy or donated paper programs recommended in Chapters 2 and 7). We suggest that IKAPI, the Ministry of Education, and the Ministry of Finance undertake detailed discussions of a publisher fund and/or bank, and determine its feasibility at an early date.

6. IKAPI has played an important role in the development of the Indonesian publishing industry. We suggest that the organization consider expanding its active programs by undertaking the following activities:

(a) Working with the Ministry of Education and the Bureau of Libraries and Book Development to define more accurately the respective roles of the Ministry and the private sector in the development and production of textbooks.

(b) Working with the Ministry in developing more effective procedures for listing, selecting and adopting textbooks.

(c) From the long-term point of view, working with the Ministry to develop a plan to finance the purchase of textbooks that, in the more normal times that loom ahead, will make them available to all students.

(d) Working with teachers' and parents' organizations in promoting the use of textbooks as basic tools for instruction.

(e) Developing an annual statistical survey of the industry along the lines of the "Annual Survey of the Textbook Industry" of the American Textbook Publishers' Institute.

(f) Studying the need for a paid, full-time IKAPI executive to carry out the policies established by the board of directors and to spark a vigorous industry improvement program.

(g) Considering the possibility of providing a manual on printing and related mechanical subjects for use of its members--particularly the smaller publishers, many of whom have an incomplete understanding of their industry's means of production. (The State Printing Plant would be a good source of the necessary information.) Periodic joint meetings of IKAPI and the Graphic Arts Association would also be helpful.

(h) Sponsoring advisory seminars in efficient publisher business practices. (These might be tied into the seminars developed by the professional management engineering team suggested in 2, above.)

(i) Sponsoring national book exhibitions, to be held annually in the large population centers, that would promote the reading habit and provide for exchange of ideas between publishers and authors.

7. Although large emergency grants of books by both foreign agencies and the Indonesian Government are necessary to help fill the book gap, and subsidies are important, long-range growth in the use of books and in the health of the book industry depends primarily upon a rationalization and strengthening of the industry. The recommendations above have been aimed at increases in efficiency that will enable publishers to produce and market books with less waste, and therefore more cheaply. Further, to facilitate distribution, a healthy book trade is essential, and the revival of the depleted bookstore ranks (through increased sales) would seem the most effective means of accomplishing that end.

We thus suggest that (a) the Government of Indonesia place book imports on a preferred list of imports to be received with a minimum of red tape and at a conversion rate that is a liberal percentage below the B.E. rate. (This would enable booksellers to buy larger quantities of books at lower rates for the consumer.) We also suggest that (b) the Government follow the policy of purchasing its books only through booksellers--not directly. (We have alreadv discussed similarly directed measures, including reinstitution of the 50% student coupon system, in Chapter 3.)

8. We recommend that U.S. publishers grant Indonesian publishers translation rights at nominal fees, not only because Indonesian publishers cannot afford to pay normal commercial fees, but also to encourage Indonesian publishers to translate only those titles for which rights have been granted.

PRINTING

A General Overview

Indonesia's printing industry is fractionalized and obsolescent. Its aging equipment operates at low efficiency (none has been imported since 1957). Much is inoperative for lack of urgently needed spare parts. Composition equipment is in bad shape and deteriorating fast. The training facilities for printing technicians are embryonic, are hampered by lack of proper equipment on which to train, inadequately trained instructors, and a complete absence of technical books. Business knowledge on the part of printers is rudimentary; because of inflation costs are unknown on a per-job basis. Wages are low.

Book printers face the same economic problems their publisher counterparts do. Working capital is scarce and expensive, and the prices of raw materials have skyrocketed. Printers generally claim that the inflated prices have slowed orders for printing--the main culprit being paper.

Effective typesetting capacity for books appears to be no more than 87,000 pages a year, provided there is no further breakdown of machines. On the surface, it appears sufficient to meet the needs for elementary and secondary school textbooks, but might be inadequate for additional areas, such as higher education, etc.

Theoretically, there appears to be enough printing capacity to handle textbook needs. But factual data is too sparse to enable us to determine whether--in view of rapidly deteriorating plant and equipment--requirements could in fact be met.

Before Indonesia achieved its independence, all books were imported from the Netherlands. When the decision was made to stop all imports of books in Bahasa Indonesia printed there, the books had to be printed in Indonesia. At the time, there was little book printing equipment, and not enough printers to do the required work, for good printers were working for newspapers, and only those at Balai Pustaka were printing books. Gradually, however, new printing plants were started with Government loans, and several were built by the Government.

Prior to 1958, imports of printing equipment were handled by two Dutch firms which maintained a staff of Dutch machinists in Djakarta for repair of line-casting machines and presses. When they left, there remained no trained machinists in Indonesia. No new equipment has apparently been imported for a decade.

The number of book printers is not known exactly. However, a permit from the Ministry of Industry must be obtained by each private owner of a printing press, and there are 350 such permits issued in Djakarta, alone. Of the 350 licensed printers (who may or not print books), almost all have at least one line-casting machine (Linotype or Intertype). Typesetting alone requires no permit. There are undoubtedly several thousand printers throughout the archipelago.

The two largest printing plants in Indonesia operate under the sponsorship of the Ministry of Information; both are in Djakarta:

The larger of the two, the State Printing Office, P.N. Pertjetakan Negara, has 1,400 employees. The plant is open "round the clock" for Government work on a standby basis; however, there are reportedly only sufficient supervisory personnel and mechanics for one full shift operation. In spite of the fact that it has 20 line-casting machines, all operating, capacity for book composition is limited, because of the need to keep open time available. It has a four-color web offset press that has never been used for four-color printing; when the plant was visited by members of the survey team, it was either cutting sheets from paper rolls or printing portions of the Koran for a private publisher, in black and white only.* The press can turn out 4,000 copies of a 64-page book per hour, in full color; faster than that if one or two colors; and even faster still if better quality paper than newsprint is used.

The second plant, P.N. Gita Karya, employs 1,200, on a one-shift, 5-day per week basis. It has 12 Linotypes (of which two are inoperative because of lack of parts), and five Monotype keyboards (only three of which were operating). The plant letter press equipment is old; all printing is from type (no plates are made). Thirty percent of production capacity is usually devoted to book production.

One of the largest private printing plants is operated by Ganacc (publishers as well as printers--see Chapter 2), which uses a core of old Dutch equipment. It has three Linotypes (one inoperative because of lack of parts) and ten book presses, which average a total of 19,500 impressions per hour--a production rate in line with the age and condition of the equipment.

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*Pertjetakan Negara does printing for private publishers, when it can fit such income-producing work into its operation, and when the private publishers have paper that fits the web press.

The Indonesian Printers Association (OPS Grafika) has 2,000 members. Its aim is to build and promote graphics skills in Indonesia; as such it sponsors and supports the Indonesian Graphic Arts Academy, which is discussed below.

In the following paragraphs, we review in somewhat greater detail important aspects of the status, practices, capacities, and problems of Indonesia's printing industry.

Review of Pertinent Areas

Wages have not kept pace with rising prices, but printers interviewed reported extremely wide variations. OPS Grafika reported average wages to be 100 rupiah (80¢) per six-day week, very often supplemented by rice. IKAPI in Bandung reported a monthly range from 300 to 900 rupiah ($2.50 to $7.50). All Government printers receive free rice. There are reportedly two Islamic printers' unions; no serious labor-related problems have been reported since before the attempted coup in 1965.

Composition: Of the 84 line-casting machines (all Linotypes and Intertypes) in the 13 plants with composing rooms that were visited, ten were not operating through lack of parts. The newest machines (Comets) are at least ten years old; the oldest, at least 45. Output averaged about one-half that in the U.S. No plant had a machinist to maintain this equipment, and no parts were available in the country. As the conditions of the machines deteriorate, matrices are damaged at ever faster rates; the condition of matrices is beginning to impair legibility. At least one plant had no thermostats on the machines' metal pots. The same plants had nine operating Monotype keyboards, the matrices for which were seriously worn, and output per hour was again about one-half U.S. average.

Some plants that had more magazines (fonts of matrices) than could be stored on the machines, lacked storage racks, and piled the magazines on the floor; most of the imposing stones were of stone rather than metal, and a general lack of quoins meant that type pages had to be locked in with wedges of wood. Only one or two composing rooms had metal saws--the others cut slugs by hand.

The total typesetting capacity for textbooks (estimated below) can only be roughly guessed, for there are no firm statistics. Another reason for mistrusting our estimate lies in the fact that most publishers state that typesetting capacity for books is too small for press capacity. And there are many, many newspapers (29 in Djakarta alone), which may take up more capacity than we have figured.

The following is based on our projection of an "educated guess" by a knowledgeable Government official that there are a total of 550 line-casting machines in Indonesia. Monotype equipment is not included because it is fully occupied and cannot keep up with the current demand for scientific work.

Table 1.

ESTIMATED EFFECTIVE TYPESETTING CAPACITY IN INDONESIA
(Under single-shift operation)

Total machines	550
Inoperative, 12%	66
Operating total	484

Available for book use--10% (assuming 50% needed for newspapers, and 40% for magazines, Ministry of Information work, job work . . . . . . 48 machines, each operating at 3,000 cc/hr = 144,000 cc/hr.

144,000 cc/hr. divided by 2,500 cc/page (average 6" x 9" page) = 58 pages/hr.

58 pages/hr. x 5 hrs./day (allowing time for corrections, etc.) = 290 pages/day

290 pages/day x 300 days/year = 87,000 pages/year.

Providing there is no further breakdown in the industry, the total might appear sufficient to satisfy the typesetting needs for elementary and secondary school textbooks (see Chapter 2 for their average lengths). However, the machines and matrices are rapidly wearing out; also, to reach 87,000 pages/year, the available typesetting machines would have to be located in plants with the printing and binding capacity to handle the long runs needed. In any case, typesetting capacity seems inadequate to handle additional areas, such as books for higher education and for learning enrichment outside of the schools.

There are no filmsetting machines or typewriters for composition (e.g., IBM, Varityper) in Indonesia.

All photoengraving equipment (carbon arc lamps, glass screens, etc.) is old, with hand methods used, except at one of the Ministry of Information plants. There are almost no quality-control devices, such as depth gauges. One plant visited made hand-separated process-color plates, because there were no filters for the camera.

Letterpress platemaking: There is no equipment or material for rubber or plastic platemaking. Electrotypes and stereotypes can be made at Pertjetakan Negara, but are seldom used for anything but forms (e.g., for the post office), since runs are not sufficiently long. Electrotypes are also made in the Government plant in Kebajoran, where stamps and currency are printed.

Offset platemaking: Of 15 plants visited, five had offset equipment, including the three Government plants. Cameras are old, glass halftone screens are used (there are no contact screens in Indonesia), and exposure is confined to carbon arc. Metal plates are regrained and coated in whirler-coaters; surface and deep-etch plates are made; there is no automatic film processing and no densitometers. All chemicals and film are imported and the climate tends to reduce their shelf life. Materials are in short supply.

Printing: In the 14 plants with press equipment visited, there were 138 flatbed cylinder letterpress machines, five rotaries, 23 sheet-fed offset and one 4-color web offset. Of these, the Government plants (Pertjetakan Negara, Gita Karya, and Balai Pustaka) had 82 letterpress and 20 offset machines. At least 11 were inoperative because of missing parts. The equipment varied from ten to 50 years old. The presses represent many different manufacturers in different countries, thus adding greatly to machine maintenance problems. There are no perfecting cylinder presses to print both sides of a sheet at one pass. Press sizes are too small for efficient book production--a 6" x 9" book must be printed in 16-page forms, rather than 32's or 64's. Most newsprint is imported in rolls and sheeted on hand-made equipment, causing uneven, poorly-jogged sheets that slow press output.

Printing capacity: As in the case of composition, printing capacity estimates must be based on vague assumptions because of the lack of factual data. Based on OPS Grafika estimates of the capacity of the private and Government printing plants and the proportion of each that might be available for book production--it appears theoretically possible to produce within Indonesia most if not all of the textbooks its students need.

However, in view of extant printing and binding problems, there is little relationship between theoretical and actual capacity, and--on the basis of our brief survey--it is impossible to determine whether the local printing plants could in fact satisfy demand. Certainly major renovations of the rapidly deteriorating plant and equipment must be made; and without paper on hand to print the books, the question remains academic.

Binding: The folding machines available in Indonesia can handle only a small proportion of press output (there were 25 folding and 25 sewing machines in the 15 plants visited); most folding is therefore done by hand. Even though all books up to 120 pages are saddle-wired, thus avoiding sewing as far as possible, much sewing is done by hand. Almost all forwarding operations are by hand.

We saw only three covering machines (one inoperative), and only one gathering machine. The only machines in nearly adequate numbers are guillotine cutters. Lack of proper adhesives give trouble on the covering machines.

Costs: None of the printers interviewed attempt to keep cost records on a per-job basis, or to give firm estimates to publishers, because of the severe inflation. No one can estimate binding costs.

Materials: All machinery is imported. Type metal is produced from local lead and tin, but antimony must be imported. Printers with Monotype equipment cast their own display types, but matrices are needed. Film, chemicals, and offset plates are imported in insufficient quantities. Press rollers are made in Bandung, but quality is reported to be so poor that even form inking is impossible.

Training

We have already noted that most equipment is operating at one-half of the U.S. average speeds. Much of this is due to the obsolescent state of the machinery, some is due to the lack of skids, lift trucks and pile feeders for handling paper--which with other material shortcomings reduce worker efficiency. A third cause is lack of properly trained manpower.

There are three vocational schools for printing in Indonesia. The Sekolah Teknik Negeri in Djakarta is run by, but receives no money from, the Ministry of Education. It covers Grades Seven through Thirteen. Its equipment is inadequate; most of it was either rundown or inoperative (the school and equipment were established in the early '50's with Colombo Plan aid). There are no books. Graduates attempt to find jobs as apprentices in printing plants; if they are fortunate, they may enter the Academi Grafika Indonesia.

The academy is a private printing college operated by OPS Grafika. It offers a one-year vocational school, a three-year college course, and a two-year post-graduate course. The faculty for the three-year course comes from management in Government and private printing plants in Djakarta. Few of the instructors who have had formal training in Europe or the U.S. were able to complete their education. (There are in Indonesia only about 100 men who have had formal graphic arts training of any kind--mostly abroad; they range in age from middle 30's to middle 40's. Older men received only elementary training in Dutch plants.) Thus the teachers themselves lack up-to-date training. Almost nothing is known about filmsetting, electrostatic printing, or recent advances in lithographic platemaking and adhesive binding.

Machine typesetting equipment at the academy is completely inadequate: only two Intertypes for 146 students in the first year. There is some old letterpress equipment, but offset camera, platemaking and press equipment is totally lacking. Students in the offset areas are trained on the production equipment at Pertjetakan Negara. Bindery machines consist of two guillotine cutters and a wire-stitcher.

The academy does not have a single printing journal or graphic arts textbook of any kind; this, coupled with the inadequacy in typesetting and binding equipment, seriously hampers the vigorous effort the faculty is making.

Printing Industry Recommendations

1. Short Range

Equipment needs: The survey team, as documented above, found Indonesia's printing plant in alarmingly poor condition--to a point where immobilization of the entire apparatus is a likely development of the next few years. The situation in composing machines is particularly bad. If Indonesia is to reduce the cost of locally produced developmental books, it will be done with modern, more efficient machinery--not with today's ailing and aging plant.

Spare parts for printing machinery are on the Bonus Export list, and may now be available to the industry. However, a budget provision needs to be made by the Ministry of Information for urgently needed parts for P.N. Pertjetakan Negara, and there is a priority in needs which the B.E. list should not ignore:

(1) Parts for composing machines.
(2) Parts for folding and binding machinery.
(3) Parts for newer (post-World War II) press equipment.
(4) Parts and chemicals for engraving, and offset platemaking.

Although there is need for printing press parts of prewar manufacture, the older machines should have a lower priority for import than two types of items which are now not on the B.E. list at all:

(1) New binding equipment.
(2) New offset platemaking units.

Needed speedily are Linotype and Intertype matrices, parts, and replacement machines.* We estimate that all line-casting equipment will stop operating within five years if help is not provided soon. For reasons of speed and cost, these supplies should not have to go through agencies in Europe, but should come direct from the U.S. (Incidental note: U.S. type-height is .918"; Indonesian, .978".)

Parts for Indonesia's presses should also be supplied on an emergency basis--all makes from all countries: the U.S., Sweden, West Germany, East Germany, Czechoslovakia, etc.

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*Ministry of Information requirements along these lines are detailed in a list sent to AID affairs office in July 1966.

Foreign donor agencies should be asked to supply:

(1) Buckle folders and automatic gathering saddle-stitching machinery that will multiply present binding output.
(2) Lift-trucks (gasoline and hand) for paper handling.
(3) Sheeting machines.
(4) Lithographic plates, chemicals and other supplies.
(5) Technical help and/or equipment to manufacture better press rollers.

The Government of Indonesia might consider the granting of special low-interest loans for the purchase by printers of urgently needed spare parts.

Training: The Indonesian printing industry lacks the trained personnel to operate its existing plant, and does not have the widespread skills needed to use new equipment effectively. Lack of training causes equipment to be maintained inadequately, and used improperly--resulting in lost time, paper waste, and higher costs.

The Graphic Arts Academy should be strengthened through an ingestion of new equipment and recruitment of instructor personnel. OPS Grafika and Pertjetakan Negara should take steps to see whether machinery manufacturers and distributors would contribute to this project either instructors or equipment, or both. Operating costs might be borne by Association members. A foreign agency or agencies might also provide help to the project.

Foreign agencies and governments might consider sending printers for machinist training abroad. Selected personnel would study at one of the excellent machinist schools in the U.S. and at the Monotype Corporation Ltd. in England. Others might go to Japan and West Germany. The schooling should be followed by a period of apprenticeship in plants, and an additional period of training in basic machine shop practice. Upon return to Indonesia, the men would become teachers at the vocational printing schools and the Academy.

Foreign agencies and governments might also fund the training of selected individuals at printing colleges. There are excellent institutions of this kind in Europe, Japan and the U.S. (at Rochester and Carnegie Tech.) The four-year college courses should be followed by one-year apprenticeships in foreign plants.

Printing manuals and trade journals should be provided to the printing schools.

Structural changes: We see the need for changes in the structure of both the private printing industry and the Government printing plants that will increase efficiency:

One factor leading to high cost in Indonesia's private printing industry is the tendency to conduct all operations "under one roof"--a practice which has been abandoned, except in very specialized instances, in the industrialized countries. It is difficult to match machine capacities for practically unrelated operations--one frequently sees in Indonesia cases in which presses are active and binderies in the same plant are idle, or the reverse. Such practice leads to unnecessarily high overhead and labor costs. The long-range answer is specialization--and the short-range approach should be seminars for printers on business methods. We suggest these seminar-workshops be sponsored by OPS Grafika, with the assistance of specialist(s) from a foreign country. (The seminar might be one of those that result from the professional book industry capability study, discussed earlier in the chapter.)

We suggest that the Government of Indonesia consider combining the Government printing plants under one ministry for operating efficiency, improved scheduling, and lower cost. Balai Pustaka, under Ministry of Education sponsorship, is the victim of cramped quarters and ancient equipment. Some of its old Dutch presses might be junked, and the rest moved to Gita Karya and Pertjetakan Negara (some of whose equipment has been shipped to outlying islands). To achieve the more complete utilization of the mechanical and human resources of these organizations, the following steps are indicated:

(a) A review of the operating performance and the mechanical, financial and human resources and needs of the enterprises--to gain an understanding of the economies and improvements possible through the recommended reorganization.

(b) Development of policies concerning areas of operation, standards of performance, and budgetary needs for the closely linked grouping.

(c) If confined only to output for the Ministry of Information, the grouping is unlikely to be used at anywhere near its capacity. Attention should therefore be given to the means by which the printing plants can be made more readily available for developmental materials printing required by the Ministries of Education, Agriculture, and Industry. For example, the four-color web offset press at Pertjetakan Negara should be used to bring great numbers of textbooks on a multi-shift basis; this would require joint Ministry of Information-Ministry of Education production scheduling to take advantage of present free-time availability.

2. Medium-Range Recommendations (3-5 years)

A 1964 study of Indonesia's printing industry concluded that hand composition was the cheapest way to overcome the shortage of typesetting in the country. For the immediate future, with present press equipment, this idea makes some sense. But for the medium range future, hand composition would require the continued use of inefficient flatbed presses, or--for large-scale production--the sizeable expense of letterpress platemaking and rotary press equipment. This, it seems to us, is the wrong direction to take.

Typewriter composition does not require a justified right margin. Therefore it is far faster than hand composition. Offset plates are far cheaper than letterpress plates, particularly if lockup cost is considered. Furthermore, offset reproduction requires no expensive engravings for illustrations--a significant cost in textbooks.

> Some Indonesian printers have expressed doubts that lithography could work well in the tropical climate. But we have observed satisfactory two-color offset printing in Djakarta. The climate "problem" can be mitigated by concentrating camera and plate-making equipment in three or four centralized, air-conditioned locations.

For the above reasons, it appears to us that the future of Indonesian book printing depends on an emphasis upon, and a gradual conversion to, offset printing. For the medium range, therefore, we recommend that:

> Typesetting capacity be built rapidly, at lowest cost, by supplying electric typewriters (either the new IBM Selectric system if the cost comes down, or standard electrics with changeable type bars for technical work). The manufacturer of typewriters should be asked to keep a maintenance man in its Djakarta office, or to train Indonesians.

Foreign agencies or governments might be requested to supply:

(a) Automatic cameras, darkroom equipment, film, chemicals, plates, densitometers, vacuum frames, and pulsed xenon lamps--for offset reproduction.

(b) Offset press equipment (but the variety of presses should be kept to a minimum, to avoid extra maintenance). As paper becomes available, three or four single-color web offset presses might be installed in larger cities.

(c) Folding machines, to match sheet-fed press sizes.

(d) Gathering-covering-trimming machines for perfect binding, and advice on adhesives. (Thought should be given to giving up sewn, hardcover books for large-scale production and concentration on adhesive-bound paperbacks.)

New roll-on or wipe-on plate-coating techniques should be used, for faster, cheaper production; latex-impregnated cover papers should be considered for longer book life.

3. Long-Range Recommendations (6 - 10 years)

A number of Indonesian publishers expressed a need for a large-scale book production unit--from hot-metal composition through binding; we have seen a cost estimate of $4,000,000 for such a project. Printing technology, however, is moving so rapidly that in 10 years a combination of tape-punching typewriters, two or three cathode-ray-tube output devices, and three or four electrostatic web printers might serve the whole of Indonesia's needs.

For the long range, typewriter and web-offset press capacity should continue to be built, and electrostatic printing and cathode-ray-tube composing equipment should be investigated.

CHAPTER 7

PAPER FOR INDONESIA'S BOOKS

Indonesia suffers from a great scarcity of all kinds of paper, including that used for its developmental books. Its local production of paper in 1966, the output of four small plants, totaled only 9,800 metric tons--some 8% of the estimated overall consumption of 120,000 tons. The latter figure shows a per capita paper consumption in Indonesia of 2.4 pounds, and appears somewhat high in view of Table 2, which indicates that consumption in 1964 (a period when Indonesia's foreign exchange difficulties were not as acute as two years later) was only 1.7 pounds:

Table 2. PER CAPITA PAPER CONSUMPTION OF EAST ASIAN COUNTRIES, 1964 (in pounds)

Japan	163.0	South Korea	10.9
Hong Kong	103.5	Thailand	7.7
Taiwan	47.8	Laos	4.0
Malaysia	21.0	Cambodia	3.0
Philippines	14.0	Burma	2.5
South Vietnam	12.0	Indonesia	1.7

Source: Korea Paper Manufacturers Association

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No matter which figure is used, both indicate that Indonesia uses less paper than almost all of its neighbors, and the low percentage-to-total-consumption of local production dramatizes the great dependence of the country on paper imports. Even with the additional output of the Gowa paper mill, which opened in January 1967, local production will still not exceed 10% of needs.

The situation for paper that is used in the nation's books is even more bleak. Indonesia's textbooks are overwhelmingly of newsprint (because it is cheaper than other papers) and none of its paper mills produces newsprint. Relatively minor amounts of more costly "wood-free" offset-type paper are used for school books.

IMPORTS

Between 1958 and 1962 an average of 15,300 tons of newsprint and 28,700 tons of writing and printing paper were imported by Indonesia. The figures dropped sharply in 1962 to 8,000 tons and 18,400 tons, respectively, as the country's foreign exchange difficulties began to mount, and imports have posed problems ever since. For newsprint, Sweden has been far and away the biggest supplier, followed by Japan. For writing and printing papers, imports have come primarily from the latter country.

Despite its relative cheapness in comparison to other papers, newsprint is nevertheless expensive for Indonesia's book publishers, and no one can get all he wants. Until recently, allocations of newsprint for books were made available to publishers at subsidized prices that reduced paper costs to small fractions of their open market prices. These allocations were severely limited in size and were apportioned to individual publishers through the distributive mechanism discussed below. However, they dwindled sharply in 1965 and 1966, and were not available at the time of the survey team's visit. The situation is now further complicated by the withdrawal of subsidies covering paper imports (and a host of other items) under the new economic policy of the Government.

Publishers had to purchase newsprint on the open market to fill needs in excess of the subsidized allocation they received. In the past, they received less than half of the amounts they requested. At present, all must be purchased on the open market. Since paper represents so high a proportion of the book production cost, this has sent book prices soaring (as noted in Chapter 2).

Most of the newsprint is imported in rolls; for use by the aging printing industry, the rolls must be sheeted. This is done on handmade equipment, causing uneven, improperly jogged sheets, which in turn slow down press output and raise costs. Often, too, the rolls have been in awkward sizes that make for inefficient sheeting. Indonesian publishers attribute the unsatisfactory nature of much paper received to the fact that it usually arrives as the result of deferred credit purchases, and that Indonesian buyers must thus take what is left in the supplier's inventory.

Plain newsprint, alone of imported papers used in books, has no import duty. However, the papers imported under the special allocations (except for those of 1964 and 1965 which were of regular newsprint) have been "H.H.I."--a glazed newsprint that is halfway in quality between the ordinary product (used in newspapers) and wood-free paper. As such, the newsprint used in books has been subject to a 20% ad valorem duty. (This has also been the case in the past for foreign agency donations of H.H.I. paper,* which naturally raised problems.) It was reported to us that H.H.I. newsprint imported by the Ministry of Information on behalf of its textbook-publishing firm, Pradnja Paramita, has been exempted from the duty upon application by the Ministry. Wood-free book paper is also subject to a 20% import duty.

Jajasan Lektur was created in 1953 to centralize and handle the allocation of Government-subsidized newsprint for books published by the private sector. It is a self-supporting agency and receives no budget. Because it presently has no allocation of paper to distribute, it is moribund. During its greatest period of activity--1961 to 1964--it received about 5,000 tons of newsprint annually for distribution; the amount dwindled sharply after that:

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*Chapter 2 covered UNESCO's grant of 5,000 tons of Swedish H.H.I. paper for the Directorate of Basic Education/Balai Pustaka "compulsory" elementary school reading and mathematics series, and the more recent plan for UNICEF to sponsor a somewhat smaller shipment of the same kind of paper for emergency textbook aid.

Table 3. JAJASAN LEKTUR NEWSPRINT ALLOCATIONS, 1961-1967 (approximate figures)

Year	From Ministry of Trade	From Ministry of Education
1961	5,000 tons	0
1962	5,000 tons	0
1963	5,000 tons	0
1964	5,000 tons	0
1965	1,000 tons	0
1966	0	600 tons
1967	Nothing through March	

Source: Jajasan Lektur

Through 1965, the subsidized paper was received through special Ministry of Trade allocations. The small 600-ton 1966 allocation resulted from a Ministry of Education-Japanese Loan Agreement; the $100,000 of newsprint it entails is earmarked for secondary school textbooks.* Arrivals of the allocated paper take place some months after the quotas have been set. The 1964 and 1965 allotments arrived in 1966; the 1966 allotment had not arrived by the time of our departure from Indonesia.

Jajasan Lektur is assisted by IKAPI, the Indonesian Publishers' Association, through which all paper allocations have been distributed. IKAPI collected the individual requests and submitted them to Jajasan Lektur, which reviewed them and the purposes for which the paper was to be used. Since about two-and-one-half times more paper was generally requested than was available, requests had to be trimmed, sometimes deeply. Most paper was reserved for textbooks and supplementary books. Approved textbooks had first priority, then nonapproved schoolbooks and books for religious schools. Individual publisher's requests detailed needs by numbers of titles, pages, and copies to be produced. Jajasan Lektur also exercised a control function. For their services, Jajasan Lektur and IKAPI each received 10% of the special low selling price of the paper.

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*Since the 1,000-ton 1965 allocation was confined to secondary school, university level, and trade books, it appears that paper for elementary schoolbooks has not been provided since the 1964 allocation.

The 1966 Japanese Loan Agreement, incidentally, also provided $125,000 of wood-free paper for 12,000,000 writing tablets, and an equal amount of wood-free paper for university level books.

In 1965, the Jajasan Lektur price to publishers was 1.50 rupiah per kilo compared to an open market price of 4.00 rupiah; in 1966, allocated paper cost 8.40 rupiah through Jajasan Lektur compared to 25.00 rupiah on the open market. Jajasan Lektur prices included the 20% for itself and IKAPI.

LOCAL PRODUCTION

Except for insignificant amounts of paper produced by the private sector (none of which is of printing quality), paper production in Indonesia is the product of mills that are Government-owned and operated. Production of the three major paper mills--Padalarang, Letjes and Balbak--totaled 8,300 tons in 1961 and 6,600 tons in 1962. The 1961 production was about two-thirds of the rated capacity of the mills; in 1962, possibly due to the unavailability of raw materials--rice straw and imported pulp--the percentage utilization of capacity decreased to slightly over 50%.

By 1966 output was up to 9,806 tons--as noted previously, only about 8% of total consumption. The Paper Directorate of the Ministry of Industry reported the following production figures for that year: Letjes, 3,455 tons; Padalarang, 3,313 tons; Blabak, 2,364 tons; and Pematang Siantar, 674 tons. Paper produced by the Government mills has been expensive; for competitive reasons, they set prices at figures that are based on the import prices of comparable papers, even though the paper is sold at a loss in some cases.

Indonesia's paper mills have had serious production difficulties, at least since 1960. Lacking sufficient foreign exchange to operate efficiently, they have been unable to obtain spare parts, chemicals and other raw materials in sufficient quantities. Production has tended to be inefficient because output per mill is small, the cost of electricity is high, and the plants (the most important of which are old)find that much of their equipment is archaic and/or inoperative. To complicate the immediate problem, the recent withdrawal of subsidies means that the plants must purchase imported materials and equipment at a substantially higher rate through the B. E. system than formerly, and fuel costs have risen sharply.

Indonesia needs emergency aid for its small paper industry, if it is ever to come close to satisfying the nation's wants. But it must also intensify its long-range planning to make local production viable. Forest inventories have not been systematically made, nor have adequate pulping and other tests been conducted for wood and other raw materials. Rice straw and bagasse (the pulpy residue remaining after the juice has been squeezed from sugar cane) have been the main raw materials used in the operating plants. Only small mills can operate on these owing to gathering, handling and transportation problems. The Government believes that a 30-ton per day output is the maximum that can be achieved under immediately foreseeable conditions for any mill located in the archipelago.

Indonesia's first and main choice in developing a large-scale paper industry based on local raw materials appears to lie in the use of pulp made from long-fibered softwood trees. The only reported species of such trees occurring in potentially commercial quantities on Java and Sumatra are *pinus merkusii* and the *agathis loranthifolia*. However, the logistical and technical problems entailed in exploiting them have been severe, and more intensive study of the forest resource is needed.

An appreciation of the overall situation--its problems and possibilities--can be gained from the following short sketches of paper mills that were in production or were under construction at the time of our survey:

Blabak: This mill, located in Central Java about 100 kilometers from Jogjakarta, uses the Italian Pomillio process. It was built in 1960 as a 20-ton per day rice straw mill, but has for several years been operating at a fraction of rated capacity, using as pulping material bagasse mixed with rice straw and imported wood pulp (which has to be hauled almost 100 kilometers). No commercial paper was produced until 1962 because of machinery operating problems and the shortage of rice straw, which--it was discovered--was unavailable in large quantitites. Production of the Blabak mill, according to reports, has never exceeded 20% of capacity. The plant requires rehabilitation, including the purchase of digesters.

Padalarang: The Padalarang mill was completed by the Dutch in 1922 on a site near Bandung in West Java. It is a 10-ton per day plant utilizing mainly rice straw as the raw material. Output at rated capacity was maintained until recently by utilizing about 20% imported wood pulp. It concentrates on higher quality paper, but little book paper. According to recent reports, however, it is now operating below capacity, although it has gone on a three-shift, six-day week, and expects to return to top production, if its machinery holds out. Padalarang's equipment is old, and requires much down-time; it requires high maintenance and operating costs per ton of production. Like the other State enterprise mills, it is not tax exempt.

Letjes: The Letjes plant was built in 1939 about 110 kilometers east of Surabaja in East Java. It is a 10-ton per day rice straw mill designed along lines similar to those of Padalarang. By using some imported wood pulp, production at rated capacity has normally been achieved. Recent production levels have declined somewhat, probably again as a result of the shortage of foreign currency for import of materials and parts.

Pamatang Siantar: This is a Japanese reparations-financed mill in North Sumatra near Medan. It was completed in 1962, but Paper Directorate's 1966 production figure of 674 tons reveals that it is producing only a small fraction of its 15-ton per day capacity. It was designed to use the ground-wood process and to produce newsprint. However, the operation has had to be modified to the chemical process in order to make better use of the available nearby supply of pinus merkusii. Chief current problems revolve around inadequate water and power supplies. Rehabilitation plans depend in part upon access to Japanese reparations money.*

Gowa: The Gowa mill, also financed by Japanese war reparations, was officially opened in January 1967 over one year after its completion (which was reportedly delayed by the absence of needed chemicals). The 30-ton per day mill is near Makassar on South Sulawesi; it is to produce high quality paper from bamboo. During the time of the book survey, the plant was being run on a trial basis at about one-third of capacity.

Martapura: This 15-ton per day pulp and paper mill located on South Kalimantan is nearing completion; it is another Japanese-built facility constructed under the reparations treaty. Operation is anticipated to start by the end of 1967; it is to use agathis loranthifolia. Various reports of foreign experts have recommended against the location of a plant at Martapura, apparently on the grounds that the supply of raw materials may be inadequate.

A fourth Japanese mill--at Banjuwangi at the eastern extremity of Java--was financed by a reparations-guarantee credit to be used for the purchase of the plant equipment. The 30-ton per day bamboo-consuming plant is far from completion.

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*These funds, during our survey, were being concentrated on priority developmental projects by the Government of Indonesia; qualified observers felt that there was little that would be set aside for the paper mills.

PAPER NEEDS AND RECOMMENDATIONS

We noted in our discussion of the textbook gap (Chapter 2) that--based upon a Ministry of Education-sponsored estimate of the average number of textbooks needed by elementary and secondary students and those in higher education and adult education--about 35,000 tons of newsprint would be required for books to be available on a one book per student, per grade, per course basis. While we differ to a degree with some of the "factual" bases of the estimate, it is apparent that the deficiency is overwhelming:

Table 4. ESTIMATED AMOUNT OF NEWSPRINT REQUIRED FOR TEXTBOOK PUBLICATION (on the basis of one book per student, per course, per grade)

12,000,000 secular elementary school students (each six books of 60 pages length)	4,500 tons
3,000,000 secondary school students (each 15 books of 200 pages length)	10,400 tons
2,500,000 students in higher education (each 15 books of 300 pages)	11,900 tons
12,000,000 religious school students (six books of 60 pages each)	4,500 tons
40,000,000 "new literates" (three books of 32 pages each)	3,700 tons

Source: "Deficiency of Paper for the Production of Textbooks and Copybooks," prepared for the Ministry of Education in 1967.

Based in Table 4 per-student book requirements, subsequent (modified) Ministry-developed enrollment totals, and average book lengths (which we estimate to be somewhat lower than the above)--it appears that about 13,100 tons of paper would be needed to provide one book per student, per grade and subject, to the 16,000,000 elementary and 1,500,000 high school pupils.

(We eliminate from the immediate discussion the above totals for higher education textbooks--both because the enrollment figure appears to be in error, and because many of the needed books would be imports rather than 100% local products. We also pass over the "new literate" book need about which we have no valid data.) The 600-ton 1966 Ministry of Education/Japanese Loan Agreement paper allocation, plus a reported Ministry of Religion stopgap foreign exchange allocation for an equal amount of paper, will satisfy only 9% of the 13,100 ton need for the basic schools--when the paper is finally delivered. And, as we have noted, the Ministry of Education allocation is earmarked for secondary schools, alone.

* * * * *

The information outlined in this and preceding chapters reveals that one of the most serious hindrances to the production of textbooks for Indonesia's schools is the chronic shortage of paper due to three main factors: (a) the nation's ill-equipped, obsolescent, inefficiently sized small mills are reduced to a minimum output that provides almost no paper for schoolbooks; (b) the nation has in the past been too short of foreign exchange to permit the import of sufficiently large newsprint allocations for book publishers; and (c) the withdrawal of paper subsidies has made it almost impossible for Indonesia's inflation-wracked publishers to buy the paper they need.

There appear two ways in which Indonesia may temporarily alleviate the textbook paper gap in the near-term: (1) by reinforcing its campaign to seek donated paper for high-priority textbooks, and (2) through the development of a limited paper subsidy program.

We cover these and related paper recommendations below:

> Paper donations should once again be sought by the Government of Indonesia through direct negotiation with leading paper-producing nations and the U. N. development agencies. Possible sources of newsprint are, in addition to Sweden: Canada, Japan, Finland, Brazil, Germany and the U. S. (although the U. S. is commonly an importer of newsprint paper). Renewed efforts to obtain

paper through UNICEF and UNESCO are also indicated. The attitude of prospective donors may be colored by the experiences encountered relative to recent donations. Thus, prospective donors should be given certain assurances:

(a) That a detailed plan has been drawn for the use of the donated paper, and that the paper will be used only for books related to national development.

(b) That a workable plan exists for rigorous control of the donated paper to eliminate possible diversion.

(c) That full consideration has been given to the mechanical aspects of the use of the donated paper; specifically, that careful planning has reduced the probable amount of waste to a minimum.

(d) The donated paper should be used to reprint the best schoolbooks of their type based on staged levels of educational priority. For books which are the properties of private publishers (and they will be the overwhelming majority), a carefully controlled plan should be developed which permits equitable compensation to publishers and authors; the formula might be included in the detailed-use plan submitted to the paper donors.

Paper is one of the largest production costs for Indonesian books. All import duties (now 20% and up) on paper destined for schoolbooks should be eliminated. The duties substantially increase the publishers' cost and therefore price. The eliminations should apply to H.H.I. newsprint and woodfree printing papers.

Because paper donations are difficult to plan for, and seem likely to be subject to uncertainties concerning quantity and regularity of supply, we suggest that a modest subsidy program be instituted quickly by the Government of Indonesia, and that the subsidy be retained during the current emergency to assure a continuing supply of paper for Indonesian schoolbooks. We agree that subsidy is not desirable for the long-term future--but we do feel that such temporary support in providing low-cost books for the students in the nation's schools is mandatory for the development of its human resource.

> A paper subsidy to cover 80% of the cost of 5,000 metric tons of Swedish newsprint would approximate $600,000.* The publishers would pay the rest of the cost. If rigidly controlled, the subsidy might prove to be the least expensive means of providing school children with large quantities of good textbooks at reasonable cost.
>
> We recommend that the paper subsidy be granted to private publishers of widely used textbooks, according to the staged, priority plan suggested in Chapter 2, in which concentration would be upon the reprinting of good extant textbooks. The central redistribution point for the emergency textbook paper subsidy plan could be the Government printing office, Pertjetakan Negara. Paper could be received and shipped to printers from there. (It is also conceivable that many reprint editions might be produced on that plant's offset machines

Funds must be provided to rehabilitate Indonesia's paper plants and to provide needed spare parts. Assistance should be sought from foreign manufacturers of small paper and pulp plants--Japan, Germany, Italy, and other European countries (U. S. equipment generally is designed for mills whose capacity is far in excess of Indonesia's). In addition to spare parts for machinery, other materials such as felts, wires and chemicals are urgently needed.

Donations of paper cannot be expected to continue over extended periods, and the subsidy program recommended is of short-term nature. Consequently, while Indonesia continues to import paper with her limited foreign exchange resources, solicits donations and reinstitutes paper subsidies--it should also take priority steps toward medium-range improvement of its domestic paper industry and long-range self-sufficiency in paper. It is our understanding that the recommendations of a group of consultants who studied Indonesia's pulp and paper industry in 1964* have not yet been carried out. Our review of that study leads us to the following recommendations for the Ministry of Industry:

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*Based on $156/ton, the landed price average during early 1967.

(a) Because the most reliable immediate raw material source for a paper mill of efficient size appears to be bagasse, a study should be made of Indonesia's sugar mills to determine whether conversion of their boilers to fuel oil firing would be economically viable; bagasse in efficient lots for large pulping operations is reportedly now burned for fuel at many sugar mills.

(b) Location studies should be made to determine where major bagasse supplies would be available within reasonable low-cost hauling distance--for the establishment of a large pulp and paper operation of perhaps 300 tons per day capacity; alternately three smaller pulp mills might supply one large central paper mill. Market opportunities appear sufficiently large (when logistical and resource problems can be worked out) to attract foreign or joint-venture capital for such a project.

From the long-range point of view, much work remains to be done in studies of the pulping qualities, growth rates, and plantation habits of Indonesian forest species which are the major future pulpwood supply of the nation. Unless such projects receive the joint attention of the Ministries of Industry and Agriculture, Indonesia may still find itself without raw materials for a domestic paper industry twenty years hence. Planning must take into account that it may also be necessary to use existing forest resources to a greater extent if growth rates prove slower than projected by preliminary studies.

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*Pre-Task Order Report "Pulp and Paper Manufacturing Potential in Indonesia," for AID by Surveys & Research Corp. and Daniel, Mann, Johnson and Mendenhall.

CHAPTER 8

ACTIVITIES OF FOREIGN DONORS

During the time of the book activities survey, consortium policy toward Indonesia emphasized economic stabilization and budgetary and commodity assistance. There was talk of a restructuring of the nation's basic educational system along more effective lines, and a determination on the part of the Ministry of Education to develop and provide to students and teachers alike the educational materials they lack and need. The Ministry was trying to convince its own Government and the newly returned foreign donor agencies that educational materials were of highest priority in the national effort to turn the corner and recover from problems of past years.

Until the foreign agencies departed in 1965, Indonesia had benefited from multilateral and bilateral book-related assistance--some Governmental in nature, some private. Although these efforts left few areas completely untouched, they concentrated in the main on providing materials for higher education, on library development projects, on assistance in the local production of books, and on some training of people in publication skills and library science.

With suspension of the foreign agency book programs and the inflation and economic deterioration of the past several years, there are now--as we have detailed in other chapters of this report--vast areas of need for books, both imported and domestically produced. These areas range all the way from high-level scientific and technical reference materials, through textbooks and instructional material for students and teachers at all levels of the educational system, and down to the need for low-level, low-cost paperbacks suitable for use in the villages of Indonesia.

Many of the foreign entities that formerly were active in the book-related area have returned to Indonesia and have taken tentative, modest steps to reinstitute past programs and to develop new ones. As conditions continue improving, more will resume their past operations. If these efforts are to be of the most practical value to Indonesia, they must be coordinated in order to prevent duplication of work and neglect of important book-related sectors. An analysis of the past activities of foreign donor agencies reveals that such coordination was insufficient to produce best results.

> Accordingly, we strongly urge--as a top-priority measure--that foreign donor agencies, the Ministry of Education and other pertinent entities of the Government of Indonesia establish a book activities coordinating office or committee (as formal or informal as desired) to mutually discuss programs, projects and needs, to determine priorities and possibly the scheduling of projects, and to take other measures that would ensure better use of and results from book-related gifts, grants and loans.* The committee would deal with distribution as well as with selection of the educational materials included in the foreign agency efforts, for unless such materials reach their intended destinations, they will not be of help.

This chapter discusses the past and current book activities of major foreign donor agencies, beginning with the U.N. development agencies (UNESCO and UNICEF), and continuing with the efforts of U.S. agencies (AID/USAID, USIA/USIS, the Library of Congress), The Ford Foundation and others (including The Asia Foundation, Sweden, the Netherlands, the British Council, and the Colombo Plan).

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*Additionally, it would not be amiss for U.S. agencies operating in Indonesia to coordinate among themselves current and planned book-related programs.

UNITED NATIONS DEVELOPMENT AGENCIES

UNESCO

Under its former program in Indonesia, United Nations Educational, Scientific and Cultural Organization (UNESCO) activities included (a) sponsorship of 5,000 tons of Swedish newsprint for the Directorate General of Basic Education/ Balai Pustaka elementary school reading and mathematics series;* (b) assistance toward the development of a nationally integrated public library system; (c) funding for the production of reading materials for neoliterates; (d) paper and typewriters for the preparation of basic textbooks for science teaching; and (e) provision of materials and equipment for basic education development. Back in Indonesia since November 1966, it has not yet developed new programs, but is reviving several old ones:

> The UNESCO Regional Center for Science and Technology in Southeast Asia is a long-range project which is just getting started after a two-year hiatus (the agreement was signed on March 22, 1967). An initial stage of the project involves the establishment of a central documentation center for Indonesia to deal with scientific documents. A UNESCO production expert has arrived to head up this work. (See Chapter 5 for discussion of the related Indonesian Scientific Documentation Center of MIPI.)
>
> The Institut Teknologi Bandung will be the beneficiary of a modest project aimed at rehabilitating its mining and geology library.
>
> Money is being provided for maintenance and repair of printing equipment used for UNESCO literacy materials (a program that was discontinued when Indonesia was declared 100% literate in 1964).

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*See Chapter 2 for details concerning the newsprint donation.

Twelve man-months of fellowship training in reading materials development will be granted to qualified Indonesians.

UNICEF

The United Nations Children's Fund (UNICEF) had been active in Indonesia for two years before departing in 1965. The organization provides commodities in its assistance projects, usually holding title to equipment, and retaining title to consumables such as paper until they are put to use. Thus far, most of UNICEF's educational materials projects in Indonesia have been resumptions of ones that had been interrupted:

> In a library project, UNICEF is planning to set up 20 small libraries at teacher training centers; it is providing sets of 282 books, largely in English, for each library. Indonesia is to provide books in Bahasa Indonesia.
>
> UNICEF plans to supply some duplicators, typewriters and paper to produce educational materials in basic primary education for about 80 teacher training centers and schools, including those for the Directorate of (correspondence) Courses. (Chapter 2 discussed the stillborn plan for emergency shipment by UNICEF of 4,500 tons of paper for basic school textbooks.) This project is to provide, among other materials, paper for books to be used by untrained teachers taking correspondence courses is expected to replace the original plan--at least in part.
>
> Under a technical and vocational teacher education project, UNICEF expects to provide films, filmstrips and other audio-visual equipment to representative schools on a pilot project basis.
>
> Under its Family Life Education program, UNICEF is supplying equipment and books for selected demonstration schools.

UNITED STATES AGENCIES

AID

Education has always been one of the main fields of U.S. assistance to Indonesia, and efforts in this sector have been concentrated in the field of higher education. At first, U.S. universities worked with Indonesian institutions under AID contracts: the University of California with the University of Indonesia and Airlangga University; the University of Kentucky with the Institut Pertanian Bogor; the University of Kentucky with the Institut Teknologi Bandung; and UCLA with Gadja Mada. Each project provided for curriculum improvement, books and equipment. Later, educational publications and academic libraries received priority attention. AID/Washington has estimated that the total cost of all USAID book-related activities in Indonesia between 1954 and 1965 (when the Mission closed) amounted to approximately $1,171,000, plus $407,000 in U.S.-owned *rupiah*.

Library Development and Book Flow: The USAID contribution toward development of libraries and the University of Indonesia Library School, including selection of books for training programs and for translation or adaptation in manuscript preparation, equalled approximately $744,000, plus $400,000 in *rupiah*. The total book flow from the U.S. amounted to 80,000 volumes at a cost of $492,000. These projects included:

> Services of a general education technician who for over two years worked with the Ministry of Education developing university libraries and the University of Indonesia Library School, provided guidance in the selection of book titles for purchase or for translation and publication in *Bahasa Indonesia*, and assisted in selecting participant training candidates for courses in library science and related fields.
>
> Services of a library science professor who served for two years on the staff of the University of Indonesia Library School and provided guidance on library development.

Library science training in the U.S., usually for one year, for 20 library staff members of pilot secondary schools, the Library School, and agricultural and engineering college libraries.

More than 76,000 U.S. books and periodicals were supplied to libraries and individuals. These included books, periodicals and teaching materials for agricultural colleges; university reference sets of books in public administration, medicine, law, social science and agriculture; library books for pilot secondary schools; a rental library of 15,000 volumes for the Institut Teknologi Bandung; books for training in local government; technical books; and books for use of local officials responsible for high-level national development policy.

Publishing in Indonesia: The USAID contribution toward development of a domestic publishing program amounted to about $427,000, plus some PL480 local currency. The following assistance was provided to six publishing foundations (jajasans) associated with institutions of higher learning, and to the private book industry:

During an 18-month assignment, a USAID publication technician assisted Indonesians in the development of skills in writing, editing, illustrating, designing, producing and distributing textbooks in Bahasa Indonesia; location of promising manuscripts prepared by professors which could be published as textbooks; and encouraging and assisting professors to develop their lecture notes into acceptable text materials.

A number of technicians serving with USAID contract teams assisted professors in content preparation of manuscripts for textbook publication.

The USAID Local Government Improvement Project staff included an education advisor for one year who assisted in the development of pertinent textbooks; USAID also provided a short-term printing specialist.

From the staffs of the university jajasans, 25 trainees were sent to the U.S. for eight months to study manuscript writing, editing, illustrating and other facets of publishing.

Local research-study-writing grants for university staff members were provided.

Translations of U.S. secondary level textbooks for local publishing were purchased from Franklin Book Programs, Inc. and other translations were secured locally.

Book paper and duplicating equipment was purchased for use of the university jajasans in publication of selected manuscripts.

With the return of an AID Affairs Office to Indonesia and the early-1967 visit to the country by Mr. George Sadler, Chief of AID/Washington's Central Book Activities unit, an AID-financed "impact book program for fiscal year 1967" was developed on a crash basis. The program provides $307,500 of financing for the in-flow of urgently needed U.S. books in standard editions:

Textbook depository libraries for six of the teacher training institutes, plus a collection for IKAPI (see Chapter 2 for details of these textbook reference libraries).

A textbook loan and reference library for the University of North Central Sulawesi at Menado that will provide 2,500 volumes in animal husbandry, veterinary medicine and agricultural techniques (for details see section on Academic Libraries in Chapter 3).

Ten National Development Reference Libraries, each including 540 books, for use by planners and executives of programs of social and economic growth and change. The collections provide information on the application of human and physical resources and development financing to the processes of national growth; each will be placed in the library of a Governmental agency or a university.

Continuation of the program for subsidized in-flow of 4,000 high-level scientific and technical books to key institutions through MIPI. This will carry forward the one AID book program which has continued in the country almost without interruption since 1963.

USIA/USIS

We confine our discussion to developmental book-related activities of the United States Information Agency and Service:

Under the USIS book translation program, 150 U.S. titles have been translated into Bahasa Indonesia, and a total of 750,000 copies published. Many of these were university-level textbooks and supplementary books. The pre-1966 program involved payment of translation, copyright and/or paper costs. Franklin Books Programs, Inc.'s dictionary and encyclopedia project is the lone holdover. The only new project in this program involves the procurement of rights for a single title.

USIS English langugage teaching activities were conducted at the Lembaga Indonesia-Amerika (Binational Center) during 1964 and until March 1965, when the Binational Center was closed. This affected 2,800 Indonesian students. USIS resumed operations in Indonesia in July 1966, and at the time of our survey was planning a resumption of the Binational Center activities, including an English teaching program.

In the early 1960's, USIS committed 150,000,000 rupiah for 500,000 English language secondary schoolbooks which were to be given free to students (this Ministry of Basic Education/Balai Pustaka project is covered in detail in Chapter 2).

The USIS book presentations/donated books program has been resumed. Twenty-five thousand volumes earmarked for Indonesian libraries were delivered to USIS/Djakarta since July 1966; for the next fiscal year it is planned to ship 500,000 volumes (composed entirely of publishers castoffs that are two and three years old, and will not duplicate to any significant degree other shipments of new books that are planned by USIS and AID). USIS hopes to obtain donated space on ships to transport the books, and anticipates breaking cargo at Djakarta, Medan and Surabaja. Local transport from these points will be a problem. USIS is also ordering some books based on specific requests, and expanding donations to individuals from the "List of Recommended Books."

We recommend that all these programs be increased.

The USIA Ladder Book program has been resumed in a small way, and USIS is prepared to expand the program if distribution problems can be solved. Ladder editions are low-level English versions of works of American literature, which use limited vocabularies of 1,500 to 3,000 words; they are purchased by high school and university students through bookstores. We also recommend that this program be enlarged; the value of the books would be enhanced by addition of an annotated glossary in Bahasa Indonesia to explain some of the more difficult terms. (At least one Indonesian publisher is interested in this project.)

(In the past Indonesian importers were able to import U.S. books through USIA's Informational Media Guaranty (IMG) program to the amount of over $1,000,000 annually. The project is no longer active in Indonesia. See Appendix A for further details.)

The Library of Congress

The Library of Congress has operated an American Libraries Book Procurement Center at Djakarta since January 1, 1964. It purchases certain categories of commercial materials and Government of Indonesia documents from blocked, generated PL480 counterpart funds--concentrating on newspapers, serials, and monographs for two libraries (the Library of Congress and the New York Public Library) and 10 U.S. universities that have academic programs relating to Southeast Asia. The director of the Center purchases all indigenous material of research value from booksellers, publishers and Government printers. Textbooks below the university level are usually not bought.

Through February 1967, the Center had shipped over one-half million items, including 338,510 newspapers, 75,309 commercial serials, 6,927 Government serials, 55,984 commercial monographs, and 14,955 Government monographs. It publishes monthly an accessions list in 1,000 copies.

THE FORD FOUNDATION

The Ford Foundation has sponsored many education projects in Indonesia, especially in the social sciences--in the fields of economics and public administration. The following projects figured importantly among its book-related efforts:

> Through the Foundation's English Language Materials Development Project, standardized English language instructional materials for secondary schools and universities have been prepared and printed locally. These include textbooks, teaching manuals and visual aids. A consultant and equipment were furnished. During 1963-1965, Ford provided $130,000 for the project (the development of the secondary school English language books is covered in Chapter 2).
>
> Under a Foundation-funded contract (1958-1965) with the State University of New York, U.S. textbooks and reference books were sent to the three project teacher training institutes. Subscriptions for professional journals in education, science, science education and psychology were also ordered for them. Through the project, the Bandung teacher training institute was helped to establish a small publishing facility that could serve as a center for the production of teaching materials for all of Indonesia's teacher training centers; it was provided with duplicating machines, a large quantity of paper, typewriters and other materials. (When a member of the survey team visited the Bandung facility, he found that some of the machines were in need of repair and that the paper supply was running low. Without new sources of paper and spare parts, it appeared that operations might shortly cease.)

When The Ford Foundation representative returned to Indonesia in February 1967, only one program--an English-Indonesian dictionary being prepared with the assistance of Franklin Book Programs, Inc.--theoretically had not ended. There was some chance, however, that these and other pre-1966 Ford Foundation projects might receive additional support.

OTHER FOREIGN ENTITIES

Until its 1965 departure, The Asia Foundation had provided over 43,000 donated volumes in its "Books for Asian Students" project for Indonesia, and almost 12,000 journals. Although it still had not returned to that country by the time the survey team had completed its assignment, it is reported to have sent in recent months 216 volumes to the teacher training institute in Djakarta.

In 1963 and 1964, following a UNESCO request, Sweden sent as a gift to the Indonesian Ministry of Education the 5,000 tons of H.H.I. newsprint (worth about $750,000) for the Balai Pustaka-published "compulsory" elementary school reading and mathematics series (see Chapter 2).

Under the terms of a technical cooperation agreement with Indonesia, the Netherlands allotted about $140,000 in 1965 for scientific publications and periodicals, and for some laboratory equipment; Indonesian requests under this program were beginning to be submitted during early 1967. The Netherlands also has a small literature program ($420,000 for the world), much of which eventually may become available to Indonesia.

From 1960-1965, the British Council contributed $22,400 worth of books to Indonesia through its book grant program. All British Council activities have been closed down in Indonesia since the latter year.

The Colombo Plan was instrumental in establishing the Sekolah Teknik Negeri printing school in Djakarta in the early 1950's, and provided technical assistance to the newly functioning institution.

APPENDIX A

DIMENSIONS OF THE MARKET FOR BOOKS

BOOKS PUBLISHED IN INDONESIA

Book Statistics

It is difficult to measure the recent output of the Indonesian book industry and thus to make valid comparisons over a period of time with other countries. It is impossible to measure Indonesia's current output, or for that matter books produced in the country since 1963; such statistics are unavailable.

According to UNESCO estimates, Indonesia, in spite of its huge population, has been one of the smallest book producers in East Asia:

Table 5. PRODUCTION OF BOOKS AND PAMPHLETS IN SELECTED EAST ASIAN COUNTRIES, 1964 (Number of Titles)

India	13,128	Philippines[b]/	951
Thailand	4,083	Indonesia[c]/	791
Taiwan	3,095	Malaysia	492
South Korea	2,457	Burma	330
South Vietnam[a]/	1,566	Cambodia	193
Ceylon	1,488	Laos	52

Notes: a/ 1965, per Ministry of Information, RVN
b/ Bureau of Census and Statistics, ROP
c/ 1963

Source: Secretariat, the United Nations.

The UNESCO figures show that Indonesia's 1963 output of books (bound works over 48 pages in length, per that organization) and pamphlets (bound works from 9 to 48 pages in length) was under 800--a figure that was 17% less than the 1964 Philippine total, 68% less than the Korea total, and 81% less than the Thai total--all countries which have less than one-third the population of Indonesia.

The UNESCO totals for the nation are at wide variance with the number reported by local Indonesian sources. A catalog of books published for the 1965 National Book Exhibition at Djakarta reveals that some 30,000 to 40,000 titles were published during the 20 years after the Proclamation of Independence in Indonesia. This is an average of 1,500 to 2,000 per year. Furthermore, because of the political climate prevailing at the time of the Exhibition, a number of "pro-Western" books were not included in the totals. The director of the Bibliographic Department of P.T. Gunung Agung, who has specialized in the subject, confirms the Exhibition figures; his calculations show consistent totals of over 1,000 locally produced books since 1949, with the number reaching 1,757 in 1958; 1,801 in 1959; 1,850 in 1960; 1,947 in 1961; and 2,073 in 1962--the last year for which such figures are available.

The discrepancy between the UNESCO and Gunung Agung totals cannot be attributed to the fact that Indonesia, unlike UNESCO, considers a book to be any work over 16 pages in length--for the former figure includes books and pamphlets. Rather the quantity difference appears to lie in the method of data collection. The UNESCO figures (which stop with 1963) are reportedly the result of haphazard estimates by the Ministry of Education. For 1966, the figures are being compiled by the Indonesian Publishers' Association, IKAPI, whose totals (extensions of the work of the Bibliographic Department of Gunung Agung) are expected to be more accurate reflections of the current situation. At that, however, Indonesian statistics will still not be comparable with those of other countries because its book definition is so different from the accepted standard.

We recommend that Indonesia adopt the internationally recognized 49-page UNESCO standard for books, as well as that organization's standard for pamphlets.

The adverse publishing conditions (primarily economic) that existed since 1965, and that in some respects accelerated during the past year, have undoubtedly reduced current production far below the 1,500 - 2,000 annual averages of 16-page-defined-books that were noted in the Exhibition catalog. Indonesian book production today is a fraction of its former size. (See Chapters 2, 3 and 6 for details.)

Table 6, below, shows a Universal Decimal Classification breakdown of "books" published in Indonesia. In spite of the widely differing IKAPI and UNESCO totals, it can be seen that the largest classifications generally are the social sciences (with 15% to 20% of the annual total), the pure and applied sciences (with about 20% to 25% between them), and history and geography. Titles on religion and literature are also important.

Table 6. "BOOKS " PUBLISHED IN INDONESIA, 1961-1963 BY CLASSIFICATION (Number of titles)

	IKAPI 1961	UNESCO 1961	IKAPI 1962	UNESCO 1963
General	(34)	9	(17)	8
Philosophy	(92)	52	(119)	17
Religion	(159)	82	(131)	125
Social Sciences	(321)	194	(375)	156
Philology	(227)	76	(241)	89
Pure Sciences	(194)	100	(237)	117
Applied Sciences	(204)	117	(229)	51
Arts & Recreation	(103)	32	(141)	28
Literature	(217)	97	(161)	99
History & Geography	(243)	110	(218)	101
Fiction	(81)	-	(104)	-
Children & Youth	(72)	-	(100)	-
	(1,947)	869	(2,073)	791

Sources: For IKAPI--Bibliographic Department, P.T. Gunung Agung
For UNESCO--Secretariat, the United Nations

Book Translations

According to UNESCO,* 90 of the books published in Indonesia during 1964 were translations. Over four-fifths of these--73 titles--were from English. Four titles were translated from the French, three each from Russian and German, and one from Latin. In addition, six works were translated from "other languages"--probably Arabic and/or Dutch. If the UNESCO 1961 and 1963 book production totals for Indonesia are valid criteria, translations accounted for about 10% of the books published during 1964 (overall UNESCO totals for that year are not available).

By classification, the order of magnitude of the titles translated was somewhat different from the overall total of those produced. Literature led with 21 titles translated, followed by social sciences with 19, religion with 17, geography and history 13, and philosophy with 11. The pure and applied sciences--so important in overall local production totals--accounted for only nine translation titles, all in applied sciences.

BOOK IMPORTS

Recent History**

Indonesia was once the largest market for imported books--primarily from the U.S.--in Southeast Asia. It began importing books on a large scale in 1948. At first, most came from the Netherlands, and Indonesian orders represented nearly $10,000,000 annually. When English replaced Dutch as Indonesia's first foreign language, books in that language found a ready market. Indonesia soon became the only Asian country outside of the Philippines where students of higher education and professors used U.S. books extensively as classroom textbooks (see Chapter 3).

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*"UNESCO Statistical Yearbook 1965", UNESCO, Paris, 1966.

**The early portion of this section is based on information contained in "The Present Book Crisis in Indonesia", prepared in 1963 by Peter H. Neumann for the American Book Industry Trade Committee.

One of the chief factors behind the large book imports was the favorable attitude of the Government from the earliest days of the republic. This was reflected in a number of actions, important among them the development of a book coupon system under which students were able to purchase their imported textbooks at special low prices. The faculties of the institutions of higher education would issue the coupons to qualified students who would take them to bookstores where, with rupiah to cover 50% of the book's selling price, they were exchanged for the textbook.

When Indonesia's foreign exchange reserves built up during the Korean War began to dwindle, the newly established IMG program helped to maintain a large flow of U.S. books into the country.* However, IMG in Indonesia was soon in trouble. Inflation and an artificially low exchange rate, coupled with severe restrictions which the IMG agreement placed on the use of rupiah counterpart funds, soon led to large amounts of Indonesian currency accumulating in IMG accounts. Since these rupiah could not easily be disposed of, their value deteriorated quickly. In 1960, when a sudden Indonesian currency reform took place, IMG was suspended temporarily.

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*IMG, the Informational Media Guaranty program, a program of USIA in Washington, is a currency conversion system in certain dollar-short countries which permits U.S. exporters of books, periodicals and other educational materials to sell those items for local currency to importers of these countries. The U.S. exporter in turn sells the local currency he receives to the U.S. treasury, which in turn sells the local currency to U.S. Government agencies operating in the country for meeting local currency expenses.

When university students began to clamor for foreign books shortly after the end of IMG, the Indonesian Government, out of its slender reserves of foreign exchange, made about $1,000,000 available for U.S. books (by this time, 90% of the textbooks imported for Indonesian universities were of U.S. origin). It equalled that amount in 1961, when a temporarily renewed IMG program was considered insufficient to meet needs In 1962, the IMG program was finally cancelled.

With IMG ended, the flow of U.S. books came to a halt. To step into the breach, the Bank of Indonesia received authorization to approve import licenses under a "deferred payment" plan worked out by leading Indonesian book importers. Under the system, payment for book imports were delayed until one year after shipment of the volumes. However, because of the risks involved, U.S. publishers hesitated to accept unconfirmed letters-of-credit. This problem was finally settled when U.S. publishers serving the Indonesian market combined their exporting through the facilities of Feffer & Simons, Inc. and when the Export-Import Bank approved the use of Foreign Credit Insurance Agency guarantees to cover one-half of the price of the textbooks so imported.

Nevertheless, Table 7 shows that freight shipments of books to Indonesia fell from $1,523,000 in 1963 to $944,000 in 1964. During the years from 1962 through 1964, imports from the U.S. plummeted from $1,165,000 (77.9% of total), to $875,000 (57.5% of total), to $341,000 (36.1% of total). During these same years, Japanese imports jumped to close to $400,000 in 1963. Japanese imports in 1964 were $299,000--only $42,000 behind those from the U.S. Imports from the Netherlands also jumped in 1964. Almost all the imported books from Japan and The Netherlands were in English; in the former case, many were Japanese reprints of U.S. titles, which sell for substantially less than the originals.

Table 7.

EXPORTS OF BOOKS TO INDONESIA, 1962-1964,
FROM FOURTEEN LEADING COUNTRIES *
(in thousands of dollars)

	1962	1963	1964
United States	$1,165	$875	$341
Japan	65	398	299
The Netherlands	53	58	262
West Germany	68	23	17
United Kingdom	135	141	16
France	8	11	6
8 others	1	17	53
Total	$1,495	$1,523	$994

Source: "Market Share Reports," 1962-1964, U.S. Department of Commerce, B.I.C., Feb. 1966.

The Present Situation

Up to and including 1964, the Ministry of Higher Education imported books for students in the public universities and institutes. Since that time, money has not been budgeted for such imports. The substantial sum still owed Feffer & Simons for the last shipment, and other amounts owed individual U.S. publishers, has made the American book industry reluctant to resume shipments to Indonesia as long as the outstanding debts remain unsettled. The situation (see Chapter 3 for details) has chilled current talk of a six-month deferred credit plan of open account transactions that would enable Indonesian booksellers to remit sums due after purchasing Bonus Export dollars (see below).

The economic situation has been unfavorable but recent stabilization measures by the Government and a new flexibility in the importing process generate hope for an eventual resumption of commercial trade in books.

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*These figures comprise only freight shipments. About 40% of books imported from the U.S. were dispatched book post, and are thus not included in the totals.

Although there is no duty on imported textbooks and most non-fiction, there reportedly was a special charge of ten new rupiah per dollar for all book imports during 1966. Also, under the new open exchange rates paper and books no longer come into the country at special, favorable rates.

Of extreme importance, however, is the fact that books have been included among the items that qualify for the BE rate, and thus can be imported freely once again. Under the new exchange system which was introduced on October 3, 1966, items on the Bonus Export (BE) list are permitted to be imported in return for the surrender of BE's, or Bonus Exchange certificates. BE's originate from a proportion (usually 50% to 60%) of export proceeds. They are retained by the exporter and negotiated freely in the BE exchange between registered traders. The exchange rate is determined in the market in accordance with the supply for BE's and the demand for BE imports. The BE rate in mid-February 1967 was 102 rupiah per dollar.

We recommend that U.S. publishers and Japanese publishers of U.S. reprints initiate small book shipments to test the new BE operations. Under the plan, the Indonesian book importer submits an application to his bank with his proposed order for books. After the bank registers the application, the importer sends the order with a copy of the approved application to the U.S. publisher who ships the books--sending documents to the Indonesian bank that requests delivery to the importer free of payment. Within the time limit agreed upon, the importer pays the U.S. publisher by buying BE dollars from the Bank of Indonesia. Presumably credit would be extended for six months. However, the financial capabilities of Indonesian booksellers is so limited these days that some may be unable to make purchases unless terms up to one year are extended to them.

Institutional and student purchasing power are so slight in today's Indonesia (see Chapter 3) that commercial book transactions will not reach past volume peaks for some time to come.

Because of Indonesia's urgent need for university level books, we recommend that Indonesia should be one of the first nations to participate in the new IMG bill now before Congress--if and when the legislation is enacted. An emergency allocation of $2,000,000 would not be overly large.

In addition, the situation would be aided greatly if school books were placed on a preferred import list at a liberal conversion rate below the BE rate.

Finally, because of the importance of the price factor, we suggest that as much use as possible should be made of Japanese reprints.

BOOK-RELATED ACTIONS AND REGULATIONS OF THE GOVERNMENT OF INDONESIA

Although it is difficult to measure with certainty the adverse effect that high postal rates may have on the dissemination of books and educational materials in Indonesia--especially in a framework of major price increases*--investigation reveals that book rates are higher than those for periodicals. Thus, the cost of shipping a 500 gram book is 7.50 rupiah--exactly twice the cost of shipping periodicals of equivalent weight.

> The Indonesian Publishers' Association feels that book rates are excessive in both absolute and relative terms, and advocates the initiation of special low postal rates for books and educational material--a practice that prevails in the U.S. and many other countries. The book survey team fully supports IKAPI's efforts to that end.

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*There has been a series of postal increases during the past three years, but none so significant as the February 1967 rise of 1,600%.

Indonesia does not adhere to any international copyright convention. IKAPI points out that its code of ethics prohibits and condemns plagiarism, and that it is one of the forces behind the Ministry of Justice's creation of a committee to compose a new copyright act. Nevertheless, the absence of internationally recognized protection creates a spirit of hesitancy on the part of foreign publishers.

We recommend that Indonesia take immediate steps to join the Universal Copyright Convention, and further that it sign a modern version of the Berne Convention on translations. Such actions would increase the confidence of foreign publishers, and would make it easier for Indonesian publishers to obtain translation and reprint rights, on more favorable terms, from foreign firms. It is our understanding that IKAPI favors the Government's participation in the international agreements.

APPENDIX B

BACKGROUND FACTORS THAT AFFECT THE NATURE AND USE OF BOOKS

Indonesia is the world's fifth most populous nation with an estimated 110 million people. The population is increasing at an annual growth rate close to 3%, by 3,000,000 to 4,000,000 annually. The implications that such a population and growth rate holds for educational planners and for publishers are quite clear.

Not only is the nation far short of the reading materials needed to serve the children and youth now of school age and the out-of-school youth and adults, but the demands of the future are growing at a rapid pace. The problems entailed in providing books for numbers of potential readers is increasing, not stabilizing.

In this appendix, we briefly inspect several background factors that have influenced the nation's ability to provide the reading materials needed to fulfill needs: (1) geography, (2) ethnic and language conditions, (3) religion, (4) political confrontations with other nations, and (5) economic conditions.

Appendix C, which follows, covers Indonesian education.

GEOGRAPHY

The Indonesian archipelago consists of 3,000 habitable islands and thousands of islets spread across 3,000 miles of equatorial seas between continental Southeast Asia and Australia. The Republic of Indonesia includes major portions of two of the world's largest and most sparsely populated islands, Kalimantan (Borneo) and Irian (New Guinea). The archipelago also contains the world's most densely inhabited major island, Java, which serves as the governmental center of the nation, and crowds 70 million people into an area only slightly larger than New York State. The fertile plains of central Java have the highest rural population density in the world, calculated at 1,158 people to the square mile.

Indonesia's location in the middle of the China-India sea-trade routes has for thousands of years encouraged merchants of many lands to visit its shores. The country's rich volcanic soils and tropical year-round growing season have furnished abundant yields of such commercially profitable agricultural and forestry products as rice, tea, coffee, sugar, copra, rubber, teak, and spices. During the twentieth century Indonesia has been one of the world's richest sources of tin and has become Southeast Asia's largest producer of petroleum.

In a nation composed of thousands of mountainous islands, reading materials cannot be distributed efficiently unless there is a substantial system of inter-island shipping. And once that ship reaches the ports, a system of good roads and a supply of vehicles to carry the books to all inhabited areas are needed. Or, in lieu of a large fleet of ships, the country might depend on a large fleet of air-freight planes, if suitable landing strips or ports for seaplanes are maintained on the various islands.

By 1967, Indonesia found itself seriously deficient in all of these facilities. Inter-island ships, trucks and buses, and roads are fewer and are in much poorer repair than they were one and two decades ago. Airstrips are few, and the fleet of planes operated by Garuda, the national airline, falls far short of the number required for adequate service. Furthermore, the economic condition of the nation negates hopes for early amelioration of the transportation problem.

Ironically, as noted in the body of the report, even the transportation facilities that do operate cannot always be used for book distribution purposes. At the same time that imported books are piled up at the Ministry of Education in Djakarta because there are no funds to ship them to universities on the outer islands, ships in the ports of Java wait days for a full load of cargo or else sail with short loads because potential shippers cannot pay the high costs. In short, the geographical problem compounds the economic problems of Indonesia's book industry today.

ETHNIC AND LANGUAGE CONDITIONS

Over the centuries Indonesia's geography has encouraged the development of many different ethnic and language groups, isolated from each other by high mountain and ocean barriers. There are today an estimated 20 different languages and more than 200 dialects. Some of the languages are spoken by large population groups, like the Javanese language which is the tongue of perhaps 70 million people and Sundanese which is spoken by about 20 million.

One of these languages, known as Malay, originated in Sumatra and spread to the Malay peninsula many hundreds of years ago. It later became the tongue spoken in the trading ports of the islands. In 1928 the members of an Indonesian youth conference representing many tribal groups from throughout the Dutch East Indies announced their desire to unite their peoples to form one nation which would speak one national language, Malay. The first effective implementation of the national tongue was effected under the Japanese, who made it the language of universal discourse. When the Republic of Indonesia was formed in 1945, Malay--then renamed Bahasa Indonesia--was adopted as the official national language. The district dialects were still permitted and honored, but everyone was to learn Bahasa Indonesia as the medium of communication on the nationwide level.

Today, as has been true for more than twenty years, each local district's language is permitted as the medium of instruction in the primary grades. During these first three, or sometimes four, years of schooling, Bahasa Indonesia is taught as a subject, but beginning in the fourth grade, it becomes the medium for instruction, and the local language becomes one of the subjects taught. All secondary-school and college instruction is in *Bahasa Indonesia*.

This pattern of language development has posed two principal problems in the realm of reading materials. First, school textbooks must be provided in the local dialects for the first three grades. Furthermore, the literacy campaign which has been conducted for unschooled adults requires text and supplementary reading materials in the local dialects. Writing and publishing suitable textbooks in the major district languages of the islands has in itself been an extremely difficult task, but providing reading materials in the minor languages as well has proven to be almost impossible.

Second, the national language, *Bahasa Indonesia*, is relatively new as a language for formal schooling and scholarship. Though some literary works have been produced in *Bahasa Indonesia* during the twentieth century, there is not yet an extensive literature in the tongue. Hence, most of what is to be published in *Bahasa Indonesia* or in Malay (Malay continues to be the Malaysian version of the same basic language) must be newly written.

In sum, Indonesians face a monumental publishing task, for they are endeavoring to prepare suitable books and magazines in a relatively new national tongue at the same time they are attempting to produce reading materials in a variety of local dialects. To compound the problem, this task is being attempted by a relatively small cadre of authors who, during the years of economic and political stress which the 1960's represent, cannot dedicate their full attention to writing. Instead, they must devote many hours to earning a bare living by doing a variety of kinds of work that have nothing to do with writing.

One further ethnic element deserves mention. It is the role that residents of Chinese ancestry have played in Indonesian society. Perhaps three or four percent of the archipelago's population are of Chinese lineage. Throughout their long history in the archipelago the Chinese have, in the main, interacted with indigenous Indonesian society without ever having become thoroughly integrated into it. An undercurrent of friction has always affected the relationships between indigenous Indonesians and those residents of Chinese ancestry. Traditionally the Chinese have played a major role in the nation's business life, and they continue today to control the operation of most of the country's economic enterprise (not, however, book publishing).

Chinese have highly respected formal education and have trained their children to study hard in school. Because of their economic advantages and dedication to schooling, Chinese students have usually been represented in the better higher education institutions in much larger numbers than the proportion of Chinese in the general population would suggest. Furthermore, Chinese students have been able to afford larger quantities of text and supplementary books than have their Indonesian schoolmates. Hence, on the average, the student of Chinese ancestry has been better equipped with reading materials than have most Indonesians.

For some years an informal quota system, limiting Chinese-ancestry students to 10 percent or so of the enrollment, has been in effect in Indonesian universities and institutes. After the attempted Communist coup of 1965, indigenous Indonesians in many sectors of the islands greatly intensified their efforts to oust Chinese from the country. According to newspaper reports, a significant proportion of the Chinese who returned to China between late 1965 and mid-1967 were students.

RELIGION

Since before the time of Christ, trading ships from India brought merchants and Hindu scholars to the courts of princes of Java, Sumatra, and Kalimantan where the Indonesian aristocracy accepted the superimposition of Buddhist-

Hindu teachings on their own long-existing animistic and totemistic traditions. The Hindu religious practices were adopted in the upper strata of the feudalistic social-class structure but had relatively little effect on the peasantry. In contrast, the Muslim religion which was brought by Islamic traders from India and Arabia after about 1200 A.D. affected all layers of society. The spread of Islam was at first quite gradual and was limited primarily to port cities of North and East Sumatra, the Malay peninsula, and north coast of Java, and South Kalimantan. The rapid expansion of the Muslim religion did not begin until around 1500 and 1600 when Portuguese and Spanish merchant-adventurers sailed into the South Seas to capture the sources of the clove and nutmeg trade in the Moluccas island group in the northeast sector of the archipelago. This intrusion of Europeans, who so aggressively pursued their dual goal of monopolizing the spice trade and of spreading Catholicism, was resisted by the local princes and apparently stimulated them to adopt Islam so as to gain allies among other Muslims in confronting the Portuguese and Spanish. In any event, Islam spread rapidly throughout the more accessible and culturally advanced sectors of the islands after the fifteenth century.

The Catholics, and later the Protestants who came to propagate the faith in the eighteenth and nineteenth centuries, were no match for Islam. Today an estimated 90 percent of the nation's 110 million inhabitants are Muslim, at least nominally. Perhaps six percent are Christian, and two or three percent Balinese Hindus who over recent centuries have effectively resisted the efforts of both Muslims and Christians to change the beliefs they have held since Buddhist-Hindu days. Possibly one percent of Indonesians are still animists.

Indonesia is one of the few nations in the world which has a Minister of Religion in the president's cabinet and a central Ministry of Religion which wields significant power over religious affairs. Since the overwhelming majority of Indonesians are followers of Islam, the central concern of the Ministry of Religion is with

Muslim affairs. The Ministry provides for approved religious schools, including a substantial sum for purchase of Islamic textbooks and supplementary books which are given free to the teachers of the nations's Muslim schools (see Chapter 2).

POLITICAL CONFRONTATIONS

Indonesian publishers themselves have borne the burden of producing enough textbooks for elementary and secondary schools and furnishing other reading matter in Bahasa Indonesia and the district languages. But most textbooks and supplementary materials for higher education, along with a broad spectrum of reading matter for the professions and for Government officials, have had to come from overseas. These imports, as we have noted, have been financed principally by foreign governments and foundations or by the Indonesian Government. The difficulties of securing enough books from abroad have been seriously aggravated by three periods of political confrontation with other nations.

The first period was that of the political-social conflict with the Dutch. It began during the revolution of 1945-1949. Antagonisms abated somewhat in the early 1950's when the Republic gained control of the archipelago (except West Irian), and Dutch instructors were retained to fill important posts in higher education. At this time the majority of books in university libraries were in the Dutch language, and textbooks and reference books continued to be imported from the Netherlands. But by 1957 Indonesia's efforts to remove Dutch economic, political, and cultural influences had accelerated. Indonesians were cautioned not to use the Dutch language. All Dutch citizens and pro-Dutch Eurasians were expelled from the islands between 1957 and 1962, and the further importation of Dutch books virtually ceased.

After Irian Barat was wrested from Dutch control in 1962, Dutchmen were once more accepted into Indonesia. But by this time the new generation of students could rarely read Dutch, and the number of books now imported from Holland was hardly worth noting.

The second confrontation centered on the Malaysian issue. The official policy of the Indonesian government during the 1962-1965 period was not only to reject Malaysia and engage the new nation in sporadic armed encounters but also to mount a political attack on Malaysia's chief supporters--the British Commonwealth nations and the United States. In 1964 and 1965 libraries which had been operated in Indonesia by the British Council and USIS were dismantled by Indonesian far-left political groups, and educational-aid projects which had provided thousands of English-language books to higher education at Commonwealth or American expense were halted. The deteriorating position of the Indonesian government on the world money market also forced the curtailment of further imports of reading materials from English-speaking countries. As a consequence, the flow of scientific journals and books on which the nation's leading universities had depended since the early 1950's virtually ended after 1964.*

The third political confrontation was that between Indonesia and Communist China as a reaction to the attempted coup of the Indonesian Communist Party in the fall of 1965. The ire of Indonesian leaders in 1966-1967 was directed at Communist China, for that nation had been closely linked to the Indonesian Communists. Not only were further shipments of books--either in Chinese or in English--shut off from Chinese sources, but the Indonesian government in mid-March 1967 banned the sale and circulation of 174 titles on political and social issues written by Communists from a variety of nations, including Russia. Though this third confrontation has eliminated relatively few university books, it has contributed to reducing the available sources of information. The 174 books were not removed from the higher-education institutions. They are still available for scholarly study. But in the climate of political suspicion of the day, instructors are hesitant to recommend these volumes.

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*By Spring 1967 there were signs that the supply was starting again, in at least a modest manner. The Aid Affairs mission along with the Indonesian Directorate General of Higher Education announced a plan to furnish $307,500 worth of basic library books to a selected group of teacher-education institutes, university faculties, and scientific institutions (see Chapter 8), and USIS resumed its donated book program. However, the gap in book and journal supplies occasioned by the Malaysian affair and by consequent economic problems is serious and will not soon be filled, even with the hoped for new contributions from abroad.

ECONOMIC CONDITIONS

Since the Japanese overran the Dutch West Indies in 1941, Indonesia has experienced almost continuous inflation. For many years the rate of inflation was fairly gradual. At the end of 1965, however, it began to accelerate so sharply that it has set into motion profound social, economic and political changes whose end is not in sight. Because of its length and recent intensity, Indonesia's inflation has been ranked by knowledgeable economists among the outstanding examples of this phenomenon in recent times--comparable in many respects with the disastrous Chinese inflation of 1937-1949. The free-market *rupiah*-to-U.S. dollar ratio in 1958 was about 75 *rupiah* to one dollar. By 1962 it had risen to 500-to-1, by mid-1964 to 1,500-to-1, by early 1965 to 4,500-to-1, and after the attempted Communist coup to 20,000-to-1.

In December 1965, the Government issued new *rupiah* notes, each equal in value to 1,000 of the old *rupiahs*. By the end of 1966, the *rupiah*-dollar ratio had climbed to 120-to-1 (or 120,000-to-1 of the old *rupiah*).

At that time, Indonesia owed over $2.5 billion to creditor nations, about $23 for each of its inhabitants. Government bank credit cost borrowers from 7½% to 9½% interest monthly, and private borrowing involved monthly interest rates of 16% and up. Most factories worked at 40% or less of capacity throughout the year, and some were virtually shut for months. (Chapters 2, 3 and 6 describe the difficulties of Indonesia's book industry operating under such conditions.)

To compound the situation--confrontation, with its attendant nationalization of foreign businesses, and diversion of major portions of the National budget into a huge military force--had diverted attention from severe infrastructure problems. Indonesia has at least 2,000 miles of dilapidated highway. When these are repaired, 40,000 buses and trucks and 38,000 passenger cars, now out of commission, will have to be put into running order. It is estimated that 22 million cubic meters of silt is accumulating annually in the harbors of the country, and that freight cars, pulled along deteriorating railways (in some instances by wood burning locomotives) average about 12 miles a day.

However, by strict economic measures, the Government has begun to achieve some measure of financial stability. In late 1965, a new set of trade and exchange controls aimed at increasing exports and limiting imports largely to essential items was instituted. This was followed by a stabilization program adopted by the new Cabinet formed in July 1966.

Continuing efforts are being made to strengthen this program, in line with advice from International Monetary Fund and World Bank experts, by balancing the budget through curbs of Government expenditures, strengthening the role of the Central Bank, controlling the contracting of new foreign credits, and revising the tax system to increase revenues. Greater emphasis is also being placed on production of food and export commodities. Nonproductive prestige projects have been abandoned, and credit has been severely restricted.

These trends have been reinforced by specific actions aimed at renewal of international confidence in the Government of Indonesia:

1. The approval by Parliament in December 1966 and the signing by the President in January 1967 of a new Capital Investment Law, welcoming full participation

of foreign capital, offering widespread exemptions or deductions from taxes and other levies, guaranteeing liberal facilities for remittance of profits and capital, permitting the employment of foreign workers, giving owners full authority to appoint enterprise managers, and assisting the formation of joint Indonesian/foreign ventures.

2. The signing in January 1967 of an Investment Guaranty Agreement with the AID, protecting U.S. investors against the risks of inconvertibility, expropriation, war, insurrection and revolution.

3. An agreement reached in principle in December 1966 regarding the criteria to be applied in rescheduling Indonesia's debts to its free world creditors.

4. An agreement in February 1967 among these same creditors to accord assistance to Indonesia on liberal terms to meet its anticipated, otherwise uncovered 1967 essential import requirements.

5. The decision of the Indonesian Government to return to their owners foreign properties that had been taken over, or to set up new joint ventures to manage them.

6. The Government's decision to discontinue the granting of such special facilities as excessively easy credit terms and subsidies to State enterprises, thus forcing them to operate under more businesslike conditions.

7. Indonesia's move to renew its membership in the International Monetary Fund in February 1967, rejoin the United Nations, become a member of the Asian Development Bank, and preliminary actions to rejoin the World Bank.

8. The promulgation in October 1966 of regulations liberalizing foreign trade and exchange practices. Indonesia, under these regulations, is moving towards a single fluctuating exchange rate for most import transactions, and greater reliance on free market forces to determine import priorities.

Indonesia's efforts to put the country back on a sound economic basis has had measurable effects. Although consumer prices continued to rise during the last three months of 1966, they rose at a sharply lower rate than before. Following a rise of 564% during the first ten months of the year, the Djakarta representative consumer price index rose by 8.8% in November, by 2.4% in December and by 9.4% in January 1967. The deceleration is partly attributed to the generally beneficial impact of various stabilization measures, liberalization of imports, and reduced incentives for retailers and wholesalers to hoard essential goods.

Foreign firms are returning. By the time of the survey team's visit to Indonesia, the Unilever Company properties and the Australian-owned NASPRO factory had been returned to their original owners, the Goodyear rubber estate was in the process of being returned, and interested foreign investors were flocking to Djakarta.

Although many of the actions listed above have not yet been reflected positively in statistics, and indeed some have been reflected adversely (e.g., the withdrawal of subsidies has raised prices in some areas to a marked degree--including imported paper for books as noted in Chapter 7), there is evidently in Indonesia today a new spirit of realism and pragmatism that is slowly but surely improving the economic climate, and providing a solid base for future growth.

APPENDIX C

EDUCATION IN INDONESIA

Indonesia's formal educational system is the largest user in the country of developmental books and instructional materials. This appendix discusses (1) the history of education in Indonesia, (2) the administrative structure of the system today, (3) the cost of education, (4) elementary schooling, (5) the secondary schools, and (6) higher education.

All statistics in this appendix are based on data provided by either the Ministry of Education and Culture, or the Ministry of Religion in Djakarta.

HISTORICAL PERSPECTIVE

Schooling Under the Dutch

Dutch merchants around the beginning of the 16th century began sending armed merchant fleets to the Far East to compete for a share of the spice trade. Before a century had passed, they had managed to drive the Portuguese and Spanish from the Spice Islands.

Prior to 1900 almost no attention had been paid by the Dutch colonial authorities to the education of the native population. The little primary schooling that was provided for a small segment of Indonesian society was furnished by missionaries, both Protestants and Catholics. In addition, the Government operated a few schools to prepare low-level technical and clerical workers needed in the colonial administration.

During these same years, a relatively large proportion of the male Islamic population attended classes in the local mosque or prayer house to learn to chant the Koran. A smaller but still significant segment of the Moslem youth attended a traditional private school called pesantren, which was a rather informal collection of boys living in dormatories adjacent to the home of a noted Islamic teacher or guru. The students tended the guru's rice fields and livestock in exchange for his lectures on Islamic law, theological issues, and Muslim traditions.

In 1900 the Queen of the Netherlands announced a new policy for the East Indies that contained provisions for expanded educational opportunities. Under it, a variety of new schools was established. The enrollment in elementary schools for the native population grew from 266,000 in 1907 to 2,200,000 in 1940. Higher education was launched on a modest scale with the establishment of a technical college in 1920, a law college in 1924, and a medical college in 1927.

In the Muslim sector during the second and third decades of the century a new trend began. Leaders of a modernization movement began to introduce such secular subjects as arithmetic, reading in the local language, geography, and history into the formerly all-religious and Arabic-language curriculum. This new type of school, called a madrasah (an Arabic term for school), slowly began to replace some of the traditional pesantrens, which at the time numbered in the thousands.

Until the Dutch were ousted from the islands by Japanese armed forces in 1942, the Dutch-controlled Western-style schools were organized according to a multi-level scheme that reflected the stratified caste structure of colonial society. The best quality elementary schools, most secondary schools, and all colleges were taught in the Dutch language with curricula from the Netherlands, and they were attended primarily by European Dutch and the best bred and privileged Eurasians in the colonial civil service. A few children of the Indonesian aristocracy were also permitted to attend these institutions. At a lower level of prestige and educational quality were Dutch-language schools for Indonesians and for less prestigious

Eurasians, for Chinese, and for Arabs. On still a lower step were more advanced elementary schools for Indonesians, taught in the local language. At the bottom were the village primary schools conducted in the local dialect.

The public Dutch-language schools received full financial support from the colonial Government, were well equipped and well staffed by European or Eurasian teachers. The Dutch-language schools for Indonesians and Chinese were also financed by the colonial authorities, fairly well staffed and equipped, and were supervised by the Education Ministry. The village schools, financed by the local native chief or interested parents, were usually poorly staffed and poorly housed.

Protestant and Catholic mission schools, and to a slight extent some Islamic associations that operated madrasahs which met Government curriculum and staffing standards, received Government subsidies, often in substantial amounts.

In the 1920's some Indonesians with Western educations and nationalistic political and cultural inclinations began private schools which combined Western subjects and teaching methods with the study of Indonesian history, local languages, and indigenous arts. The most prominent of these schools were those in the Taman Siswa (Pupils' Garden) system which refused government subsidies and taught Indonesian history in a way that stimulated yearnings for self-rule among the students.

In the early 1930's, as the world-wide economic depression destroyed much of the overseas market for the exports of the Netherlands East Indies, the islands' financial community became frightened. The Government instituted such economies as reducing salaries of civil servants, including teachers, and closing some schools.

Japanese Control of Education

The three-and-one-half centuries of Dutch rule in the archipelago ended in March 1942, when Japanese troops captured the islands, closed the schools, and interned the

Dutch and pro-Dutch Eurasians who had been in charge of the Government ministries,of most plantations and big businesses, and of the Western-style schools. The Japanese sought to erase traces of Western culture by banning the use of the Dutch language and by substituting instead the Malay language, which had been the lingua franca of Southeast Asian ports for centuries and was the native language of the Malay peninsula and a large sector of Sumatra.

As the months of Japanese occupation passed, elementary schools gradually revived, staffed mostly by teachers who formerly had served in the village schools or in native Dutch language schools. Some secondary schools were reopened, principally aimed at such vocational studies as teacher training, agriculture, shipbuilding, and clerical skills. The technical and medical colleges were revived to fulfill the occupation forces' needs for engineers and physicians.

The Japanese policy of outlawing Western writings posed a textbook and reference book problem for the schools. In the Netherlands East Indies, books for almost all advanced education--including the best upper elementary grades, most secondary schools, and all colleges--had been in Dutch. These were now banned. Books for the village primary schools had been written in either the local district dialect or in Malay, so these texts were deemed suitable for use under the Japanese. But the textbook needs of a large number of the upper elementary grades as well as almost all secondary schools and the two colleges were unfilled.

The Japanese did import some Indonesian-Japanese dictionaries and some Japanese language text materials. Modest efforts were made by a few local military commanders to have a limited amount of text material printed. However, these measures did little to aid in the broader need for books in most of the subject matter areas. Thus, the typical practice of Indonesian teachers was to prepare Malay language lectures from Dutch language textbooks which they secreted in their homes. In class the pupils took notes on the lectures. For many courses, these notes served as the sole reading material available to the pupils.

The problem of producing suitable reading materials in the Malay language--which today has developed into the official Indonesian language--was never solved during the occupation. The islands' printing facilities had never been designed for book production. Rather, with few exceptions, they were equipped only to print office forms or newspapers. Most books which had been used in the East Indies' schools, whether written in Malay or in Dutch, had been imported from the Netherlands. Furthermore, the existing printing plants in Japanese times were commandeered by the Imperial Army and Navy to produce the newspapers and other materials which the military leaders believed more vital for the war effort than school books.

Indonesian educators today credit the Japanese with two significant contributions to education. First the Japanese broke down the formal system of socially stratified schools. At the elementary level they substituted a uniform curriculum. Each school, theoretically at least, became as prestigious as any other. Second, the Japanese made the Malay-Indonesian language the official language of instruction in the schools. It was also agreed that the local district dialect--like Javanese or Balinese or Batak--would also be permitted, at least in the primary grades.

During the war, the number of schools decreased (from 17,848 in 1940 to 15,069 in 1945) but the number of pupils enrolled increased in a modest way (from 2,259,245 in 1940 to 2,523,410 in 1945). The dropout rate of pupils in the primary grades was quite high, as had been true in the village schools throughout the Dutch colonial era.

Post World War II.

After the Japanese surrendered in late 1945, the Dutch attempted to return to the archipelago, but Indonesian nationalists declared their independence and spent the next four years fighting to achieve their freedom. In both the Dutch and Republican sectors, the controlling government conducted schools. The school system in the Dutch areas was the better organized. It gave somewhat more adequate opportunities to the native population than had been true before the war, but in the main the system was the same socially stratified variety that had existed in the earlier East Indies colony. The better schools were conducted in the Dutch language--the poorer schools in Indonesian or the local dialect. Books for both the Dutch-language and Indonesian-language schools were imported from the Netherlands.

The schools in the Republican territories were taught in either the Indonesian language or the local dialect. They depended heavily on volunteer teachers. What they lacked in financial support and organization, they appeared to make up in dedication. Despite the distracting climate of Revolution, elementary school enrollments in the islands (including both Dutch and Indonesian sectors) grew at a gradual pace.

In the final week of 1949 the Dutch yielded sovereignty over the islands (except West Irian) to the Republic. Beginning in 1950 the Republican Government could pursue its social welfare development plan in an atmosphere of peace. A central goal of the plan was to furnish education for the entire populace. Under the Dutch and the Japanese, only a minor portion of the population had become literate. In 1950 an estimated 10 to 15 percent of Indonesians over age 10 could read and write. Now, under self rule, the nation strove to achieve universal literacy and universal elementary schooling within as short a time as possible. Furthermore, Indonesians hoped to provide widespread, though not universal, secondary and higher education. A vigorous adult education campaign coupled with a rapidly expanding system of elementary schools enabled Indonesians to advance literacy to an estimated 65 or 75 percent of the population over age 10 by 1966.

Their remarkable strides toward the schooling goals are suggested by the fact that elementary school enrollments (including public and private, secular and religious schools) between 1945 and 1966 increased more than six-fold (from about 2,500,000 to 15,773,500). This meant that by 1966 perhaps 65 or 75 percent of children of elementary school age (ages 6 through 12 or 13) were in school. Students in general senior high schools increased between 1950 and 1966 about 11 times (from an estimated 19,654 to over 255,000). Enrollment in higher education institutions between 1950 and 1965 increased 42 times (from about 6,500 to 278,000).

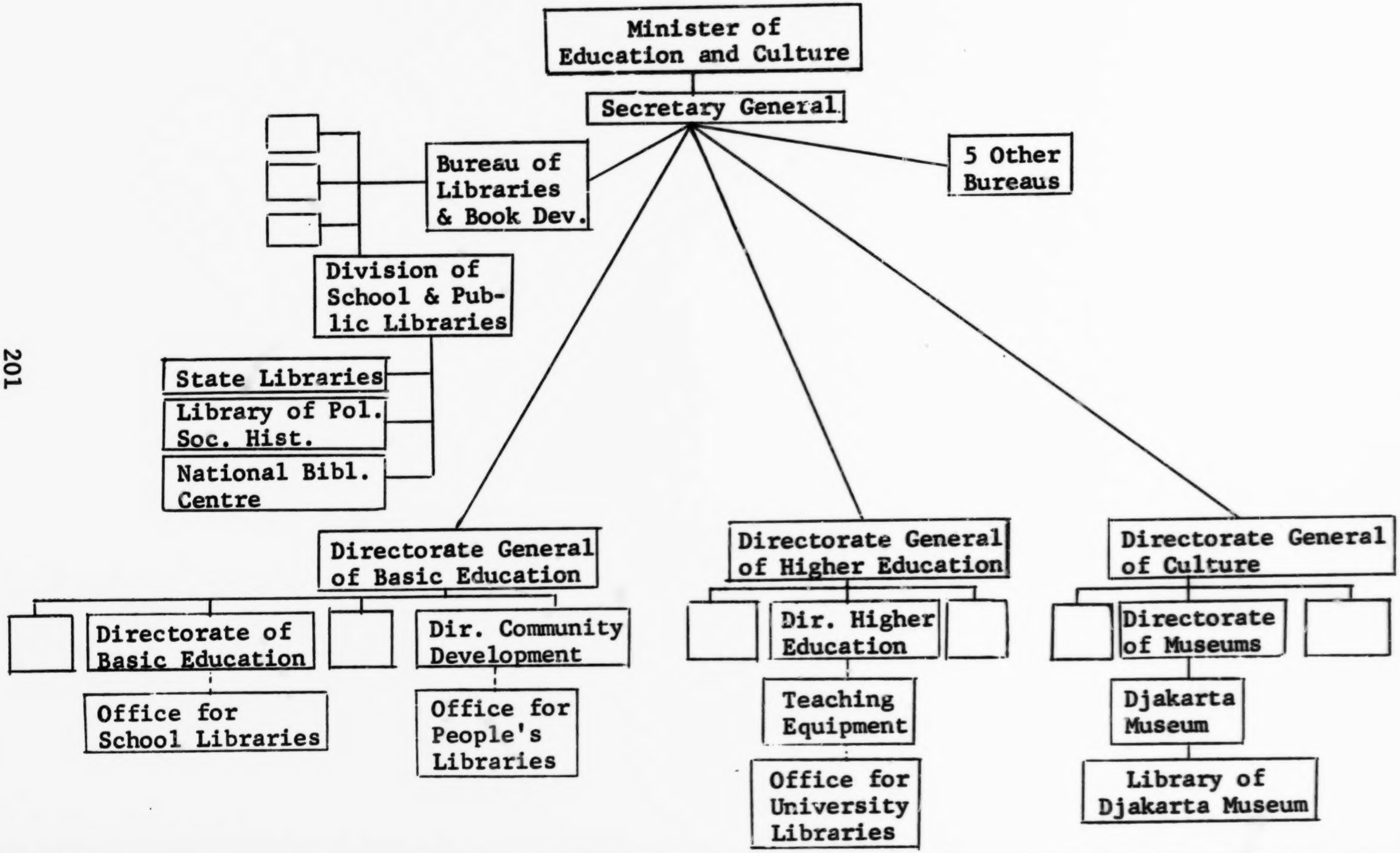
The remainder of this appendix describes some principal characteristics of the Indonesian educational system as it existed in early 1967, so that the magnitude of the task of providing reading materials for students and teachers may be more completely understood.

THE ADMINISTRATIVE STRUCTURE

At first view, Indonesia's educational system appears to be organized within a single, centralized administrative hierarchy directed from the Ministry of Education and Culture's headquarters in Djakarta. However, closer inspection shows that the control of certain school and educational affairs rests with other Governmental agencies and private organizations.

The Ministry of Education and Culture (See Figure 2 on the following page for its book and library-related structure) does indeed determine or approve the curricula of all public institutions, elementary through higher education; and by controlling national testing and the awarding of accredited diplomas it controls most non-Islamic private schools as well. Furthermore, the Ministry pays the salaries of public secondary and college-level teachers and, when funds are available, buys books and equipment. However, the Ministry of Education does not govern the buildings nor does it finance the teachers in elementary schools. Since the early 1950's elementary schools have been funded by the provincial offices of the Ministry of the Interior.

Figure 2. ORGANIZATION OF THE MINISTRY OF EDUCATION AND CULTURE
(showing book and library related activities)


Minister of Education and Culture
Secretary General
Bureau of Libraries & Book Dev.
5 Other Bureaus
Division of School & Public Libraries
State Libraries
Library of Pol. Soc. Hist.
National Bibl. Centre
Directorate General of Basic Education
Directorate of Basic Education
Office for School Libraries
Dir. Community Development
Office for People's Libraries
Directorate General of Higher Education
Dir. Higher Education
Teaching Equipment
Office for University Libraries
Directorate General of Culture
Directorate of Museums
Djakarta Museum
Library of Djakarta Museum

The Ministry of Religion helps support and supervise thousands of Muslim schools. Other private institutions, such as several thousand schools conducted by Catholic and Protestant organizations, are supervised by their own authorities, though their curricula are officially reviewed by the Ministry of Education. In addition, a variety of separate Government ministries (agriculture, welfare, trade, and the like) conducts a small number of institutions to train specialists for these departments' own needs.

In sum, though Indonesia's educational system has a strong component of central control, the schools are not actually organized into a monolithic administrative structure.

THE COST OF EDUCATION

According to the nation's original education plan, public elementary education is to be free. Secondary and higher education, if not free, at least is to be secured at very low cost to the student, with scholarships furnished for particularly able youth from low income families. In the 1950's many schools reached or at least approached this goal of low cost schooling, but as the 1960's progressed and economic inflation mounted, it was necessary for many schools, usually through the medium of the local parents' association, to require from each family an entrance fee and a monthly contribution of funds or services to supplement the inadequate sum received from the government.

Table 8 shows that Indonesia in 1961 devoted 10% of total Government expenditures to public expenditure on education--one of the lower percentages in East Asia. With the financial and economic dislocations undergone by Indonesia during recent years, the percentage of Government expenditures spent for education has decreased. An estimated 4.2% to 4.6% of the national budget (exclusive of military) for 1967 has been reserved for education, and almost all of this goes for personnel salaries and food subsidies.

Table 8. PUBLIC EXPENDITURE ON EDUCATION IN EAST ASIA AS PERCENT OF TOTAL GOVERNMENT EXPENDITURE

Philippines (1963)	26.9	South Korea (1963)	13.6
Laos (1964)	21.5	India (1963)**	11.5
Cambodia (1963)	18.9	Indonesia (1961)	10.0
Thailand (1963)	17.6	Burma (1963)	9.0
Malaysia (1963)*	16.8	South Vietnam (1963)***	8.8
Ceylon (1962)	15.0	Pakistan (1963)	8.0
Taiwan (1963)	13.7	Nepal (1964)	7.9

* Revenue expenditure only for State of Malaya.
** Central and State Governments.
*** Not including Government subsidies to local communities.

Source: September 1966 Bulletin of UNESCO Regional Office for Education in Asia.

Although the Government is concentrating its efforts on financial support for the Indonesian economy, the Congress has been requested to put aside 10% of the 1968 budget (exclusive of funds for the armed forces) for public expenditure on education. We support fully the current efforts of educators and the Ministry of Education to raise the budget for education back to the 1961 percentage level. Indonesia's children and youth are surely the most important of the nation's natural resources.

THE EDUCATIONAL EFFORT

Elementary Schooling

For a minority of Indonesian children--perhaps one or two percent--schooling begins in a private kindergarten that has been organized by a group of parents. However, most Indonesian children do not enter until they enroll in the first grade of the six-year elementary school (Sekolah Dasar) which is the standard type of basic institution throughout the islands.

There still are not enough school buildings or enough teachers to accommodate all children of elementary school age. The situation has been particularly acute since the attempted coup in 1965, after which a reported 30,000 to 60,000 elementary school teachers were released or otherwise disappeared from the educational system. Apparently less than 50% of the nation's children can attend elementary school. Thus even though Indonesia has made marked strides toward providing widespread basic schooling, the Government's goal of achieving universal, compulsory education by the late 1960's has not yet been reached.

Of the 15,773,518 children attending elementary schools in 1966-1967, an estimated 10,188,601 (65% of the total) attended the nation's secular public schools, and 67,200 attended religious public schools. The rest of the pupils attended private schools, most of which were operated by religious organizations. 4,128,375 students--26% of the total--were enrolled in private religious schools (usually Islamic, but also including Protestant, Catholic and other institutions), while 1,389,342--9% of the total--were enrolled in private secular elementary schools.

In the Ministry of Education's public schools, pupils study reading, writing, arithmetic, science, social studies, crafts and home-industry, music, art, and health and physical education. The language of instruction has usually been the local dialect through the third grade; thereafter, the national language, Bahasa Indonesia, becomes the teaching medium.

The curricula of the Catholic and Protestant schools are usually identical to that of the public schools. Although these denominational institutions place some emphasis on religion, most of them give no more formal religious instruction than a child in a public school would receive during the regular religious education period which the public school curriculum includes. However, the curriculum

Table 9. STUDENT ENROLLMENT IN THE BASIC SCHOOLS OF THE MINISTRY OF EDUCATION, 1966-1967*

Elementary Level		
Kindergarten	220,834	
Elementary School (S.D.)	11,577,943	
Total Elementary		11,798,777
Junior High Level		
General Jr. High (S.M.P.)	842,413	
Vocational (S.M.E.P.)	115,652	
Technical (S.T.)	104,428	
Social Workers (S.K.K.P.)	16,825	
Minor Officials (K.P.A.)	6,595	
Home Economics (S.K.P.)	1,336	
Total Junior High		1,087,249
Senior High Level		
General Sr. High (S.M.A.)	221,021	
Teacher Training (S.P.G.)	84,601	
Vocational (S.M.E.A.)	72,058	
Technical (S.T.M.)	41,030	
Minor Officials (K.P.A.A.)	6,378	
Home Economics	4,084	
Court Officials	3,514	
Social Workers (S.P.S.A.)	2,420	
Total Senior High		435,106
Total Elementary and Secondary		13,321,132

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* Note: Totals compiled from various, sometimes contradictory, Ministry of Education sources. They are incomplete; some schools have not submitted enrollment figures.

of Muslim schools contains a large portion of religious content. In the *pesantren*--a traditional form of Muslim school which today is diminishing in importance--the students study only Islamic subjects. In the *madrasah*--which is rapidly replacing the *pesantren*--pupils usually study secular (reading, arithmetic, science, geography, etc.) and religious subjects in about equal measure.

The 1966-1967 enrollment in Grade 6 of the secular public schools was two-thirds of the Grade 1 total; in the secular private schools the difference was even greater, with Grade 6 enrollment equaling only 38% of Grade 1. These differences result both from increasing enrollments in the lowest grades, and to some degree from dropouts later on. The relatively stable record of the religious schools may reveal a static growth picture.

Of the almost 16,000,000 pupils in the elementary schools, only a small percentage have textbooks. Many of the teachers feel fortunate if they themselves have copies of the textbooks.

Table 10. ELEMENTARY SCHOOL ENROLLMENT BY GRADE
1966 - 1967

	Ministry of Education		Ministry of Religion	
	Public	Private	Public	Private
Grade 1	2,073,620	362,426	11,500	715,987
Grade 2	1,865,880	286,862	11,375	710,875
Grade 3	1,790,447	220,267	11,288	710,498
Grade 4	1,620,260	201,686	11,444	700,000
Grade 5	1,475,276	178,493	11,275	695,749
Grade 6	1,363,118	139,608	10,318	595,266
	10,188,601	1,389,342	67,200	4,128,375

Junior High Education and Short Courses

After an Indonesian pupil finishes sixth grade, he or she faces several possibilities for further education. If he has earned a high enough score on the final examination at the elementary school level, he may enter the most prestigious of the lower secondary institutions: the general junior high (Sekolah Menengah Pertama or S.M.P.) As another possibility, he may enroll in one of several three-year vocational schools to study industrial skills, home economics, business and clerical subjects, or other specialties.

By far the most popular lower secondary school is the general junior high. Of the 1,087,249 pupils in lower secondary institutions in 1966-1967, almost 80% were in the S.M.P., and most of the remainder were in the vocational and technical schools (See Table 9). Only 35,595 attended religious junior high schools.

There is a huge difference in student enrollment between the 1,502,726 in Grade 6 of the Ministry of Education elementary schools and the entering enrollment of 364,615 in S.M.P. (presumably 80% of the total for all Grade 7 junior high schools). The enrollment in Grade 7 of the Ministry of Religion drops even more sharply, to a mere 6% of the Grade 6 figure:

Table 11. GENERAL JUNIOR HIGH SCHOOL (S.M.P.) AND RELIGIOUS JUNIOR HIGH SCHOOL ENROLLMENT BY GRADE, 1966-1967

	Ministry of Education		Religious Schools
	Public	Private	
Grade 7 (Kl I)	166,646	197,969	12,550
Grade 8 (Kl II)	132,342	114,071	11,539
Grade 9 (Kl III)	106,847	124,538	11,506
	405,835	436,578	35,595

Since about only 30% of elementary school graduates can be accommodated in junior high schools, the remainder must either go directly to work (planting rice, tending cattle, keeping house, peddling vegetables, and the like) or take short vocational courses, often on a part-time basis. The vocational courses offered in villages by the Community Education Directorate of the Ministry of Education last from six months to two years and provide training in useful occupations: carpentry, weaving, sewing, bamboo crafts, agriculture, iron work, homemaking, barbering, etc.

The curriculum of the general junior high school includes the following subjects: civics, Indonesian language, national history, Indonesian geography, moral and religious training, health and physical education, the district language, English language, algebra, geometry, physics, biology, world geography, world history, administrative practices, drawing, music, family welfare, and work activities.

The course of study in vocational and technical schools contains some of the same subjects as the general secondary school (Indonesian history, Indonesian language, civics, English language, and such) along with specialized vocational and technical studies.

At the end of his three years of junior high study (or in some vocational schools, four years), the student takes a nationwide final examination to determine whether he will graduate. In 1965 the percent of students who passed these tests was 75 percent for public schools and 55 percent for private institutions.

Senior High Education

As is the case with junior high schools, there are several varieties of senior high schools (See Table 9). At the upper level, however, the general senior high school (Sekolah Menengah Atas or S.M.A.) accounted for only 50% of the 435,106 students enrolled in the Ministry of Education senior high schools. The S.M.A., with its college preparatory curriculum carries the highest prestige of any of the secondary schools. The vocational and technical senior high schools (with 26% of the students) and the teacher training institutions (with almost 20% of the total enrollment) were also important. The religious senior high schools enrolled 34,156 students in 1966-1967.

If the decrease in students between the general junior high schools and the general senior high schools is a valid criterion, about 40% of the former are able to enroll in the latter (the 1966-1967 enrollment in the last year of general junior high was 231,385, while the entering class in general senior high totaled 92,842). The enrollments in succeeding grades of general senior high school dropped sharply:

Table 12. GENERAL SENIOR HIGH SCHOOL (S.M.A.) AND RELIGIOUS SENIOR HIGH SCHOOL ENROLLMENT BY GRADE, 1966-1967

	Ministry of Education		Religious Schools
	Public	Private	
Grade 10 (Kl I)	46,441	46,401	11,935
Grade 11 (Kl II)	34,630	35,156	11,423
Grade 12 (Kl III)	29,255	29,138	10,798
	110,326	110,695	34,156

In 1960 the national planning board proposed that the ratio of general to vocational high schools should be reversed so that the nation's needs for middle-level technicians could be filled. For some time national planners had been concerned about the fact that many S.M.A. graduates entered the society with no very useful skills while, at the same time, there was a shortage of technical workers and skilled clerical personnel.

But by 1967 the ratio had not reversed. If anything, it seemed to be moving even more in favor of the college preparatory school.

Not only do the vocational and technical schools reportedly suffer from a shortage of able students, but they also suffer from a lack of suitable facilities and proper textbooks for vocational courses. Even when suitable books are available in the stores, the vocational students are usually unable to purchase them, since these students tend to come from lower socio-economic strata than many of the S.M.A. students.

At the end of his three or four years in a senior high school, the student takes a national final examination. In 1965 slightly more than 70 percent of S.M.A. students passed, and between 80 and 90 percent of students in the various vocational and technical schools passed.

Higher Education

During the 1965-1967 period, Indonesia's higher education system was composed of 355 institutions enrolling an estimated 270,000 to 280,000 students. The exact figure is not known, for many institutions of higher learning have not operated with any regularity since the beginning of the student strike in February 1966, and students have generally not attended classes since then.

Thirty nine of the schools (along with their branch campuses in nearby cities or on distant islands) were public universities or institutes (institutes focused on teacher education, technological training, or agriculture training). Another 88 were academies, operated by individual Government ministries to prepare personnel with special skills required in the ministries. The remaining 228 were private universities or colleges.

Higher education had experienced its greatest growth between 1961 and 1965. During this period the enrollment in public universities and institutes had increased two-and-one-half times, had doubled in academies, and in private institutions had grown threefold.

The fact that this expansion occurred so rapidly and during a period of national economic deterioration meant that most institutions were improperly housed and staffed. Today, both students and staff members are very short of adequate reading materials.

Indonesia's educational and political leaders in recent years have assigned three overall tasks to higher education institutions: (1) to instruct students in advanced knowledge and skills in a broad variety of disciplines and vocational fields, (2) to conduct research in these fields, and (3) to provide services to the broader society.

In practice, the first of these tasks or goals has been given greater emphasis in the early years of a student's collegiate education, the second has been stressed more in the latter years of university work, and the third has been given some attention at all levels. More specifically, Indonesian higher education has been organized into three principal levels of degree programs. The first, or undergraduate level, has been designed as a three-year course of study culminating in the award of the sardjana muda (bachelor's degree). The second, which has represented the introductory stage of graduate study, has been designed as a two-year course following the sardjana muda level and has culminated in the award of the sardjana (doctorandus or master's degree). The third has been the advanced graduate (sometimes called the post-graduate or doctorate) level which has lasted for an indeterminate period, perhaps two to five years beyond the sardjana degree, and has culminated in the public defense of a research dissertation and the award of a doctor's degree.

The principal, and usually the exclusive, concern of undergraduate work has been with the first of higher education's goals: instruction in advanced learning.

The goal has been to promote the student's learning in general education (history, language, foundations of Indonesian culture) and in an academic discipline or vocational specialty. The undergraduate student has been expected to master concepts and skills in the subjects studied and to develop an ability to analyze the validity of past and current beliefs in his field. He has not, however, been expected to conduct original research.

At the next step on the academic ladder, that of the two-year *sardjana* level, the candidate has been expected to gain additional knowledge and skill in his specialty and to launch into a modest program of original research which is reported in a written thesis.

However, it is at the doctorate level that the research goal has received its most prominent attention. The candidate for this highest degree takes little or no instruction in the form of courses. Rather, in the European tradition, he focuses entirely on preparing his dissertation, which is expected to represent a high level of original scholarship.

As noted earlier, the goal of service to society has been pursued at all steps on the academic ladder. This objective, in its current form as a specific goal of higher education, is rather new in Indonesian institutions, and its position in most schools has not been made entirely clear. However, it usually has taken the form of special projects which students and staff members conduct, either in relation to their own class studies and research programs or else separate from the formal school program.

Higher education institutions in early 1967 vary markedly in prestige, size, quality of staff, and quality of facilities, including books and journals. The most desired schools, in the eyes of students, are a few public universities and institutes, and three or four private ones, which have the oldest tradition and the strongest financial support. Large numbers of well qualified applicants seek admission to these schools, enabling the institutions to select rather carefully the limited number of students they will enroll. Schools farther down the ladder in prestige and facilities tend to draw their students from among high school graduates who have weaker scholastic records. Thus the needs for kinds and amounts of reading materials vary noticeably from one institution to another.

APPENDIX D

INDONESIAN COUNTERPART TEAM

Maj. Gen. Prof. Dr. Sumantri Hardjoprakoso (Team Leader), Secretary General, Ministry of Education and Culture.

Mr. Sunardjo Haditjaroko M.A. (Deputy Team Leader), Director, Bureau of Libraries and Book Development, MOE.

Mr. Suparmo, Director, Bureau of Special and Private Projects, MOE.

Drs. J. W. Kandou, Directorate General of Higher Education.

Mr. Zainuddin, Directorate General of Basic Education.

Drs. Hendarsin, Directorate General of Physical Education.

Mr. Moh. Sudjiman, L.L.M., Directorate General of Youth and Scouts Affairs.

Mr. Soetojo Mangoenredjo, Directorate General of Culture.

Mr. M. Hoetaoeroek, L.L.M., Chairman, Indonesian Publishers Association (IKAPI).

Mrs. P. Rochmat Sumitro, Vice-Chairman, Indonesian Publishers Association (IKAPI)

Miss Winarti Partaningrat, Chief, the National Scientific Documentation Center.

Mr. Bakri Abbas, Publications Director, Council for Sciences of Indonesia.

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